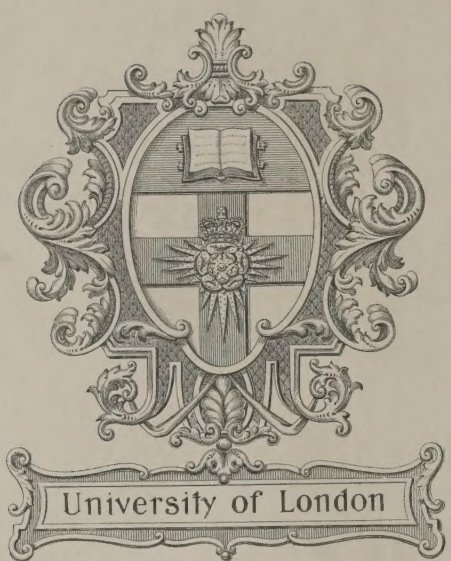
University of London

606191

REPORTS

FROM

COMMITTEES:

SIX VOLUMES.

—*(6.)*—

POOR LAW (SCOTLAND); POOR RATES ASSESSMENT; TURNPIKE ACTS CONTINUANCE.

Session

10 *December* 1868 —— 11 *August* 1869.

VOL. XI.

1868-9.

REPORTS FROM COMMITTEES:

1868-9.

SIX VOLUMES:—CONTENTS OF THE

SIXTH VOLUME.

N. B.—*THE* Figures *at the* beginning of the line, *correspond with the* N° *at the foot of each* Report; *and the* Figures *at the* end of the line, *refer to the* MS. Paging *of the Volumes arranged for The House of Commons.*

POOR LAW (SCOTLAND):

301. Report from the Select Committee on Poor Law (Scotland); together with the Proceedings of the Committee, Minutes of Evidence, Appendix, and Index - - - - - - - - p. 1

POOR RATES ASSESSMENT:

0.47. Report from the Select Committee on Poor Rates Assessment, &c. 609

TURNPIKE ACTS CONTINUANCE:

262. Report from the Select Committee on Turnpike Acts Continuance; with the Proceedings of the Committee - - - - 655

REPORT

FROM THE

SELECT COMMITTEE

ON

POOR LAW (SCOTLAND);

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

APPENDIX, AND INDEX.

Ordered, by The House of Commons, *to be Printed,*
6 *July* 1869.

301.

Tuesday, 2nd March 1869.

Ordered, THAT a Select Committee be appointed to inquire into the operation of the Poor Law in Scotland, and whether any and what Amendments should be made therein.

Wednesday, 17th March 1869.

Ordered, THAT the Committee do consist of Twenty Members.

Committee nominated of—

Mr. Craufurd.
The Lord Advocate.
Sir Robert Anstruther.
Mr. Anderson.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Loch.
Mr. Mackintosh.
Mr. M'Lagan.
Mr. Miller.
Sir Graham Montgomery.
Mr. Parker.
Sir David Wedderburn.
Mr. Arthur Peel.

Ordered, THAT the Committee have power to send for Persons, Papers, and Records.

Ordered, THAT Five be the Quorum of the Committee.

Thursday, 18th March 1869.

Ordered, THAT Copy of Report of Her Majesty's Commissioners for inquiring into the Administration and Practical Operation of the Poor Laws in Scotland (presented 16th May 1844), be referred to the Select Committee on Poor Law (Scotland).

Tuesday, 6th April 1869.

Ordered, THAT the Committee do consist of Twenty-one Members.

Ordered, THAT Mr. Solicitor General for Scotland be added to the Committee.

Thursday, 8th April 1869.

Ordered, THAT the Petition from Shetland Islands for inquiry, be referred to the Committee.

Ordered, THAT the Return relative to Population, &c. (Scotland) (Parl. Paper, No. 329, of Session 1862):—Return relative to Poor's Houses (Scotland) (Parl. Paper, No. 217, of Session 1866):—and, Return relative to Poor Law (Scotland) (Parl. Paper, No. 459, of Session 1866):—and the Act 8 & 9 Vict. c. 83 (for the Amendment and better Administration of the Laws relating to the Relief of the Poor in Scotland), be referred to the Select Committee on Poor Law (Scotland).

Tuesday, 6th July 1869.

Ordered, THAT the Committee have power to report their Observations, together with the Minutes of Evidence taken before them, to the House.

REPORT - - - - - - - - - - - - - - p. iii
PROCEEDINGS OF THE COMMITTEE - - - - - - - p. iv
MINUTES OF EVIDENCE - - - - - - - - - p. 1
APPENDIX - - - - - - - - - - - - - - p. 445
INDEX - - - - - - - - - - - - - - - p. 497

REPORT.

THE SELECT COMMITTEE appointed to inquire into the operation of the Poor Law in *Scotland*, and whether any and what Amendments should be made therein;—Have considered the matters to them referred, and have agreed to the following Report:—

Your Committee have examined numerous Witnesses upon the matters referred to them, and have agreed to Report the Evidence they have taken to The House, and to recommend that the Committee be re-appointed at the commencement of next Session to continue their inquiry.

6 *July* 1869.

PROCEEDINGS OF THE COMMITTEE.

Thursday, 18*th March* 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Sir Edward Colebrooke.
Mr. Cameron.
Mr. Craufurd.
Mr. Ellice.
Mr. Fordyce.
Mr. Hamilton.
Mr. Loch.
Mr. Mackintosh.
Mr. Miller.
Mr. Graham Montgomery.
Mr. Peel.
Sir David Wedderburn.
Mr. M'Lagan.

Mr. CRAUFURD was called to the Chair.

The Committee deliberated.

[Adjourned till Tuesday next, at Two o'clock.

Tuesday, 23*rd March* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

The Lord Advocate.
Mr. Loch.
Mr. Ellice
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Hamilton.
Mr. Mackintosh.
Mr. Miller.
Mr. Peel.
Sir David Wedderburn.
Mr. Anderson.
Mr. M'Lagan.

The Committee deliberated.

[Adjourned till Friday, 9th April, at Twelve o'clock.

Friday, 9*th April* 1869.

MEMBERS PRESENT:

Mr CRAUFURD in the Chair.

Mr. Miller.
Sir David Wedderburn.
Mr. M'Lagan.
Mr. Loch.
Sir Robert Anstruther.
Sir Edward Colebrooke.
Mr. Anderson.
Mr. A. Peel.
Mr. Hamilton.
Mr. Fordyce.
Mr. Mackintosh.
Mr. Crum Ewing.
Mr. Parker.
The Lord Advocate.
Mr. Armitstead.
Mr. Orr Ewing.
Sir Graham Montgomery.
Mr. Cameron.

Mr. *William Smythe* examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 13*th April* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Armitstead.	Sir David Wedderburn.
Mr. Miller.	Sir Edward Colebrooke.
Mr. Loch.	Mr. Solicitor General for Scotland.
Mr. Fordyce.	Mr. Mackintosh.
Mr. Hamilton.	Mr. Ellice.
Mr. Orr Ewing.	Mr. Crum Ewing.
The Lord Advocate.	Mr. Anderson.
Mr. Peel.	Mr. M'Lagan.
Sir Robert Anstruther.	Mr. Parker.

Mr. *William Smythe* further examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 16*th April* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.	Mr. Orr Ewing.
Mr. Crum Ewing.	Mr. A. Peel.
Mr. Fordyce.	Mr. Cameron.
Mr. Hamilton.	Mr. Armitstead.
Mr. Loch.	Sir David Wedderburn.
Sir Robert Anstruther.	Sir Graham Montgomery.
Mr. Solicitor General for Scotland.	Mr. Ellice.
The Lord Advocate.	Mr. Parker.
Mr. M'Lagan.	Sir Edward Colebrooke.
Mr. Anderson.	

Mr. *Patrick Fraser* examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 20*th April* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

The Lord Advocate.	Mr. Loch.
Mr. Armitstead.	Mr. Mackintosh.
Mr. Miller.	Mr. Ellice.
Mr. Fordyce.	Sir David Wedderburn.
Mr. Hamilton.	Mr. Crum Ewing.
Sir Robert Anstruther.	Mr. Peel.
Mr. Orr Ewing.	Sir Graham Montgomery.
Mr. Solicitor General for Scotland.	Mr. M'Lagan.
Sir Edward Colebrooke.	Mr. Parker.
Mr. Anderson.	

Right Honourable Sir *John M'Neill*, G.C.B., examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 23*rd April* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.
Mr. Hamilton.
Mr. M'Lagan.
Mr. Loch.
Sir Robert Anstruther.
Sir Edward Colebrooke.
Mr. Armitstead.
Mr. Ellice.
Sir David Wedderburn.
Mr. Fordyce.
Mr. Anderson.
Mr. Solicitor General for Scotland.
Mr. Orr Ewing.
Mr. Crum Ewing.
Mr. Mackintosh.
Sir Graham Montgomery.
Mr. Cameron.
Mr. Parker.

Right Honourable Sir *John M'Neill*, G.C.B., further examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 27*th April* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.
Mr. Loch.
Sir R. Anstruther.
Mr. M'Lagan.
Mr. Armitstead.
Mr. Hamilton.
Mr. Ellice.
Sir Edward Colebrooke.
Mr. Orr Ewing.
The Lord Advocate.
Mr. Solicitor General for Scotland.
Mr. Anderson.
Mr. Cameron.
Mr. Mackintosh.
Mr. Peel.
Mr. Fordyce.
Sir David Wedderburn.
Mr. Parker.

The Committee deliberated.

Mr. *William Watson* and Mr. *William Hay* were severally examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 30*th April* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Armitstead.
Mr. Peel.
Mr. Anderson.
Sir Robert Anstruther.
Mr. Loch.
Mr. Fordyce.
Mr. Ellice.
Mr. M'Lagan.
Mr. Solicitor General for Scotland.
Mr. Mackintosh.
Mr. Orr Ewing.
Sir David Wedderburn.
Mr. Hamilton.
The Lord Advocate.
Mr. Crum Ewing.
Sir Edward Colebrooke.

Mr. *William Hay* further examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 4th May 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.	Mr. Peel.
Mr. Hamilton.	Mr. Mackintosh.
Sir Robert Anstruther.	Mr. Cameron.
Mr. Armitstead.	Mr. Orr Ewing.
Sir Edward Colebrooke.	Mr. Fordyce.
Mr. Anderson.	Mr. Ellice.
Sir David Wedderburn.	Mr. Crum Ewing.

Mr. *R. S. Muir* and Mr. *Andrew Menzies* were severally examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 7th May 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.	Mr. M'Lagan.
Mr. Hamilton.	Mr. Crum Ewing.
Mr. Orr Ewing.	Mr. Mackintosh.
Mr. Armitstead.	Mr. Ellice.
Mr. Cameron.	Mr. Fordyce.
Mr. Loch.	Sir David Wedderburn.
Sir Robert Anstruther.	Sir Edward Colebrooke.
Mr. Anderson.	The Lord Advocate.

Mr. *A. H. M'Lellan* and Mr. *Alexander M'Laren* were severally examined.

[Adjourned till Tuesday next, at Eleven o'clock.

Tuesday, 11th May 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.	Mr. Hamilton.
Mr. Armitstead.	Mr. M'Lagan.
Sir Robert Anstruther.	Mr. Fordyce.
Mr. Anderson.	Mr. Crum Ewing.
Mr. Ellice.	Mr. Cameron.
Sir E. Colebrooke.	Sir David Wedderburn.

Mr. *P. Beattie* examined.

[Adjourned till Friday, 4th June.

Friday, 4th June 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.
Mr. Hamilton.
Mr. Armitstead.
Mr. Loch.
Sir Robert Anstruther.
Mr. Crum Ewing.
The Lord Advocate.
Mr. Orr Ewing.
Mr. Ellice.
Mr. Cameron.
Mr. M'Lagan.
Sir Edward Colebrooke.
Mr. Anderson.
Sir Graham Montgomery.
Mr. Mackintosh.
Mr. Fordyce.
Sir David Wedderburn.
Mr. Peel.

Reverend *James Lees* examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 8th June 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Ellice.
Mr. Hamilton.
Mr. Armitstead.
Mr. Miller.
Mr. Anderson.
Mr. Crum Ewing.
Sir David Wedderburn.
Mr. Peel.
Mr. Fordyce.
Mr. Mackintosh.
Mr. Orr Ewing.
The Lord Advocate.
Sir Robert Anstruther.
Sir Graham Montgomery.

Reverend *James Begg*, D.D., and Mr. *David Lewis*, were severally examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 11th June 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.
Mr. Loch.
Mr. Anderson.
Mr. Hamilton.
Mr. Armitstead.
Sir Edward Colebrooke.
Mr. Parker.
Mr. Crum Ewing.
Sir Robert Anstruther.
Mr. Cameron.
Mr. Orr Ewing.
Sir David Wedderburn.
Mr. Mackintosh.
The Lord Advocate.
Sir Graham Montgomery.

Mr. *David Lewis* further examined; Dr. *Alexander Wood* examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 15th June 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Armitstead.
Mr. Miller.
Mr. Orr Ewing.
Mr. Crum Ewing.
Mr. Anderson.
Sir Graham Montgomery.
Mr. Fordyce.
Mr. Hamilton.
Mr. Peel.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Mackintosh.
Mr. M'Lagan.
Sir Robert Anstruther.
Sir David Wedderburn.

Dr. *Alexander Wood* further examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 18*th June* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Fordyce.	Sir Edward Colebrooke.
Mr. Miller.	Mr. Anderson.
Mr. Loch.	Mr. Cameron.
Mr. Crum Ewing.	Sir David Wedderburn.
Mr. Armitstead.	Mr. Orr Ewing.
Mr. M'Lagan.	Mr. Mackintosh.
Mr. Hamilton.	Mr. Peel.
Sir Graham Montgomery.	Sir Robert Anstruther.

Mr. *James Shaw Brown* examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 22*nd June* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Miller.	Mr. Anderson.
Mr. Hamilton.	Mr. Fordyce.
Mr. Armitstead.	Mr. Cameron.
Mr. Loch.	Sir David Wedderburn.
Mr. Crum Ewing.	Sir Graham Montgomery.
Sir Robert Anstruther.	Sir Edward Colebrooke.
Mr. Orr Ewing.	Mr. M'Lagan.

Mr. *Richard Watson*, Mr. *Robert M'Crindle*, and Mr. *William Lennox*, were severally examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 25*th June* 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Ellice.	Sir Robert Anstruther.
Mr. Miller.	Mr. Cameron.
Mr. Armitstead.	Mr. Hamilton.
Mr. Anderson.	Sir Edward Colebrooke.
Mr. Fordyce.	Mr. Crum Ewing.
Sir David Wedderburn.	Sir Graham Montgomery.
Mr. Orr Ewing.	Mr. M'Lagan.

Mr. *William Lennox* further examined.

Mr. *Henry Cowan Gray* and Mr. *Robert Ballingall* were severally examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 29th June 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Cameron.
Mr. Armitstead.
Mr. Loch.
Mr. Orr Ewing.
Sir David Wedderburn.
Mr. Mackintosh.
Mr. Fordyce.
Mr. Anderson.
Mr. Ellice.
Mr. Miller.
Mr. Hamilton.
Mr. Crum Ewing.
Mr. Peel.
Sir Edward Colebrooke.
Sir Graham Montgomery.
Mr. M'Lagan.
Sir Robert Anstruther.

Mr. *James Bett*, Mr. *James Miller*, and Mr. *John Mackie*, were severally examined.

[Adjourned till Friday next, at Eleven o'clock.

Friday, 2nd July 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Mr. Armitstead.
Mr. Miller.
Sir Robert Anstruther.
Mr. Loch.
Mr. Ellice.
Mr. Fordyce.
Sir Edward Colebrooke.
Mr. Anderson.
Mr. M'Lagan.
Mr. Cameron.
Mr. Hamilton.
Mr. Orr Ewing.
Mr. Mackintosh.
Sir Graham Montgomery.
Sir David Wedderburn.

Mr. *John Mackie* further examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 6th July 1869.

MEMBERS PRESENT:

Mr. CRAUFURD in the Chair.

Sir Edward Colebrooke.
The Lord Advocate.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Mr. Ellice
Mr. Hamilton.
Mr. Miller.
Mr. Arthur Peel.
Mr. Orr Ewing.
Sir David Wedderburn.
Mr. Mackintosh.
Mr. M'Lagan.

Mr. *R. H. Tisdale* and Mr. *John Muir* were severally examined.

Report read, and *agreed to.*

Ordered, To Report, together with Minutes of Evidence, and Appendix.

EXPENSES OF WITNESSES.

NAME OF WITNESS.	Profession or Condition.	From whence Summoned.	Number of Days Absent from Home, under Orders of Committee.	Expenses of Journey to London and back.	Allowance during Absence from Home.	Total Expenses allowed to Witness.
				£. s. d.	£. s. d.	£. s. d.
Mr. William Smythe -	Member of Board of Supervision of Poor (Scotland).	Perth - -	7	8 - -	7 7 -	15 7 -
Mr. Patrick Fraser -	Advocate -	Edinburgh -	3	7 10 -	9 9 -	16 19 -
Sir John M'Neill -	G. C. B., F. R. S.	Edinburgh -	6	7 10 -	6 6 -	13 16 -
Mr. William Watson -	Gentleman -	Edinburgh -	5	- -	5 5 -	5 5 -
Mr. William Hay -	Solicitor - -	Dundee -	6	- -	12 12 -	12 12 -
Mr. Andrew Menzies -	Chairman of Barony Board.	Glasgow -	3	6 2 -	3 3 -	9 5 -
Mr. R. S. Muir -	Chairman of City Parish.	Glasgow -	3	6 2 -	3 3 -	9 5 -
Mr. A. H. M'Lellan -	Gentleman -	Blairmore, Argylshire.	3	6 7 -	3 3 -	9 10 -
Mr. Alexander M'Laren	Wine merchant	Glasgow -	3	6 2 -	3 3 -	9 5 -
Mr. P. Beattie - -	Inspector of Poor	Glasgow -	7	6 2 -	7 7 -	13 9 -
Rev. James Lees -	Clergyman -	Abbey Parish, Paisley.	3	6 2 -	3 3 -	9 5 -
Rev. James Begg, D.D.	Clergyman -	Edinburgh -	3	6 2 -	3 3 -	9 5 -
Mr. David Lewis -	Member of Town Council.	Edinburgh -	6	6 2 -	6 6 -	12 8 -
Dr. Alexander Wood -	Physician -	Edinburgh -	7	7 6 -	22 1 -	29 7 -
Mr. James Shaw Brown	Inspector of Poor, Retired Staff Surgeon.	Paisley - -	8	6 2 -	8 8 -	14 10 -
Serjeant M'Crindle -	Royal Ayrshire Militia.	Ayr - -	5	5 5 -	5 5 -	10 10 -
Mr. Richard Watson -	Magistrate -	Paisley - -	12	7 - -	12 12 -	19 12 -
Mr. William Lennox -	Collector of Assessments.	Ayr - -	8	6 2 -	8 8 -	14 10 -
Mr. Henry Cowan Gray	Writer - -	Ayr - -	8	6 2 -	16 16 -	22 18 -
Mr. Robert Ballingall	Factor - -	Islay - -	6	8 10 -	6 6 -	14 16 -
Mr. James Bett -	Factor - -	Oban - -	9	9 5 -	9 9 -	18 14 -
Mr. James Miller -	Inspector of Poor	Fort William	7	8 - -	7 7 -	15 7 -
Mr. John Mackie -	Editor, "Northern Ensign."	Wick - -	10	12 - -	10 10 -	22 10 -
Mr. R. H. Isdale -	Proprietor -	Dundee -	6	7 - -	6 6 -	13 6 -
Mr. John Muir -	Inspector of Poor	Kirkcaldy -	6	6 10 -	6 6 -	12 16 -
					Total - £.	354 7 -

LIST OF WITNESSES.

PAGE

Friday, 9th April 1869.

Mr. William Smythe - - - 1

Tuesday, 13th April 1869.

Mr. William Smythe - - - 22

Friday, 16th April 1869.

Mr. Patrick Fraser - - - - 47

Tuesday, 20th April 1869.

Right Hon. Sir John McNeill, G.C.B., F.R.S. - - - - - - 70

Friday, 23rd April 1869.

Right Hon. Sir John McNeill, G.C.B., F.R.S. - - - - - - 90

Tuesday, 27th April 1869.

Mr. William Watson - - - 112
Mr. William Hay - - - - 120

Friday, 30th April 1869.

Mr. William Hay - - - - 130

Tuesday, 4th May 1869.

Mr. Robert Sharp Muir and Mr. Andrew Menzies - - - - 144

Friday, 7th May 1869.

Mr. Allan Houston M'Lellan and Mr. Alexander M'Laren - - 161

Tuesday, 11th May 1869.

Mr. Peter Beattie - - - - 181

Friday, 4th June 1869.

Rev. James Cameron Lees - - 197

PAGE

Tuesday, 8th June 1869.

Rev. Dr. Begg - - - - 216
Mr. David Lewis - - - - 235

Friday, 11th June 1869.

Mr. David Lewis - - - - 242
Dr. Alexander Wood, M.D., J.P., F.R.S.E. - - - - - 261

Tuesday, 15th June 1869.

Dr. Alexander Wood, M.D., J.P., F.R.S.E. - - - - - 267

Friday, 18th June 1869.

Mr. James Shaw Brown - - - 291

Tuesday, 22nd June 1869.

Mr. Richard Watson - - - 315
Mr. Robert M'Crindle - - - 324
Mr. William Lennox - - - 335

Friday, 25th June 1869.

Mr. William Lennox - - - 341
Mr. Henry Cowan Gray - - - 346
Mr. Robert Ballingal - - - 360

Tuesday, 29th June 1869.

Mr. James Bett - - - - 367
Mr. James Miller - - - - 378
Mr. John Mackie - - - - 392

Friday, 2nd July 1869.

Mr. John Mackie - - - - 398

Tuesday, 6th July 1869.

Mr. Robert Hawker Isdale - - 417
Mr. John Muir - - - - 432

MINUTES OF EVIDENCE.

Friday, 9th April 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Sir Edward Colebrooke
Mr. Craufurd.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. Hamilton.
Mr. Loch.
Mr. Cameron.
The Lord Advocate.
Mr. Mackintosh.
Mr. McLagan.
Mr. Miller.
Sir Graham Montgomery.
Mr. Parker.
Mr. Arthur Peel.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. William Smythe, called in; and Examined.

1. *Chairman.*] I believe you were Secretary to the Royal Commission for Inquiry into the Poor Law, appointed in 1843?—I was.

2. And you were subsequently Secretary to the Board of Supervision?—I was Secretary to the Board of Supervision from 1845 to 1852; that was from the commencement of the institution of that Board.

3. You have not been connected with it since 1852, have you?—I was appointed between two and three years ago a member of the Board of Supervision, and I still am so; you are perhaps aware of the constitution of the Board.

4. I was going to ask you to be kind enough to tell the Committee what it is?—Besides the chairman there are two members who are appointed by the Crown, and these with the Solicitor General, three of the sheriffs, that is the Sheriff of Perth, the Sheriff of Ross, and the Sheriff of Renfrew, along with the Lord Provost of Edinburgh, and the Lord Provost of Glasgow, who all hold their office *ex officio*, constitute the Board.

5. What is the working staff of the Board?—In my time we had only the secretary and four clerks; occasionally we required additional assistance, but that was merely temporary, when we had to make out returns, required by the House of Commons, or for other purposes, which seemed to render an extra force necessary; but that was very seldom. The Board besides had the power of appointing parties, with the consent of the Lord Advocate, to make special inquiries; and that power was occasionally exercised in my time. But since that time the staff of the Board has been very much increased owing to the duties having become greater, and also owing to very heavy duties having been thrown on the Board, in consequence of the Public Health Bill. I imagine that the duties of the Board are quite double what they were in my time, owing to these circumstances.

6. What is the staff now?—I cannot tell you exactly; but you will, no doubt, get that from some one else.

7. Have you inspectors?—Yes; the inspectors too have been appointed since my time. There is an inspector who has the special duty of examining poor-houses; and I think he and another person are called superintendents of the poor; and then there is, besides that, another gentleman (but I do not know exactly what denomination he bears), Mr. McNeill, who goes about and makes special inquiries whenever the Board require it.

8. Are these officials at a fixed salary?—They are at fixed salaries, and they have their expenses paid.

9. How long is it since these officers were appointed; I understand they were not in existence before you left the Board?—No; not before 1852, when I left the Board.

10. Can you tell us anything about their appointment?—I think that two were appointed very

Mr. *W. Smythe.*

9 April 1869.

very soon after that, and that the third gentleman has been appointed within the last six or eight years.

11. What is the course of procedure of the Board; how often did it meet when you were secretary?—The whole Board meets regularly, on a fixed day in the week, but the chairman attends constantly every day, and the secretary, of course.

12. Up to the time when you left, were all the members of the Board, whom you have described, in the habit of regularly attending weekly?—The *ex officio* members of the Board attended much more regularly at first than they do now; I go occasionally in to attend the meetings, but I have never seen either the Provost of Glasgow, or the Provost of Edinburgh at the Board; the three sheriffs attend very regularly.

13. They have an allowance?—Yes, they have an allowance. And the other member who is appointed by the Crown like myself, Sir William Gibson Craig, attends occasionally, but not very regularly. I am at a considerable distance from Edinburgh, and I cannot say that I attend very regularly, perhaps six or eight times in the year; unless I get a very special request I do not make a point of attending. If I get a special request I do go.

14. To take it chronologically, at the time you were secretary was the attendance of all the members pretty constant?—Yes, I think it was pretty constant. I do not know that the Provosts of Glasgow and Edinburgh came in regularly; but Mr. Adam Black, at that time Provost of Edinburgh, used to come in almost every Thursday.

15. Were minutes kept of the proceedings?—Yes, regular minutes were kept, and the sederunt was always entered, so that if you were to call for those minutes, you would see how the attendance was.

16. Was the Solicitor General in the habit of attending?—The Solicitor General attended very regularly at the commencement of our proceedings. Mr. Anderson, afterwards Lord Anderson, was then Solicitor General, and his advice was most useful in the first proceedings of the Board.

17. I understand you to say now, coming to the present time, that since you have been appointed an official member, the attendance is limited almost exclusively to the paid members?—I do not know whether the present Solicitor General attends very regularly. The late Solicitor General, Mr. Miller, attended very frequently when I was there, but the two provosts I have never seen at the Board.

18. Sir *Robert Anstruther.*] You only mean that you did not see the two provosts at the six or eight meetings a year which you attended?—Exactly.

19. You intend no very serious charge against the provosts?—Not at all.

20. *Chairman.*] Do the sheriffs always attend?—Almost always.

21. What is the course of proceeding adopted by the Board if any proposals are made; are they prepared by the chairman and laid before the meeting, or do the members of the Board themselves deal with questions and bring them before the Board?—There is a regular form of proceeding prepared by the secretary, with the assistance of the chairman, before the Board meets, what is called the agenda. That is laid before the chairman, and the agenda are gone through. If any member of the Board has anything else to bring forward, of course he can do it.

22. *Lord Advocate.*] The preparation is done by the secretary, I presume?—The preparation is done by him, with the assistance of the chairman.

23. *Chairman.*] With regard to the powers of the Board of Supervision, what is their duty and power, and the course they adopt in conducting the business of the Poor Law?—The powers of the Board are very much defined by the Act; they have powers of inquiring into the proceedings of all parochial boards, and giving advice; but if I were to express it generally, it would be a power to consider and inquire into the management of the local boards throughout Scotland, and they may take what means they like in order to facilitate those inquiries.

24. Do you mean of their own motion, or do they require to be set in motion by parties in the local boards?—There are general rules issued to the inspectors of the local boards, with which they are expected to comply, and these furnish the Board with any data which they may require for the purpose of making inquiries; but there are very often, besides that, complaints made to the Board, not only by paupers complaining of inadequate relief, but complaints made by members of parochial boards and other parties, on which the Board has to pronounce a deliverance.

25. Mr. *Loch.*] Have the Board no knowledge of what goes on which may require their interposition with the local boards, except by such complaints?—Yes, by means of their own officers, if they make inquiries; these officers, who are called superintendents of the poor, go round and visit the parishes, and report upon each parish, and if there is anything that appears on the face of that report to demand further investigation, the Board orders it.

26. Mr. *Miller.*] Do they report upon anything except what they see in the books of the local board?—The officer has to report upon the general management of the poor; he inspects the books, and states whether they are kept in a proper condition, and he may mention anything he thinks proper.

27. Has he any other knowledge of what is going on, except what he sees in the books?—I do not know that he has, except from inquiries that may be suggested to him from the books, and from the state of things he may find in the books.

28. Mr. *Crum Ewing.*] When he arrives at any particular place, is it made known, so that any person may have an opportunity of going to him?—No, I do not know that it is; he gives notice to the inspector, I imagine, but I am not sure that he does even that.

29. *Chairman.*] As it may be desirable to get a description of the local machinery, as acting in connection with your Board, will you describe the constitution of the local boards?—The local parochial boards consist of different bodies, according to the different parishes; that is to say, in burghal parishes (and combined parishes, into which I need not enter, because there are no such things now) there are a certain set of people who are called managers of the poor, who are chosen by the ratepayers. Then in parishes which are not burghal, rural parishes, the Board consists of the heritors of a rental of 20 *l.* or upwards; of the

the minister and kirk session, and of a certain number of persons who are called elected members, who are chosen by the ratepayers to act along with the other persons. The number of elected members is fixed by the Board of Supervision; that is one of the things that they have to do under the Act.

30. That they do by laying down a rule on the subject, I suppose?—When the Board first commenced its proceedings there was a committee nominated of two of the Board, who were to consider that question. You will find the report of that Committee in the First Report of the Board of Supervision, Appendix C, No. 1, page 29. They fixed a sort of scale, according to the population, of what the number of elected members was to be, and that scale is given.

31. And that scale is the one that continues to be acted on?—The Board do occasionally alter it if they find special circumstances. There have been frequent applications for an increase, or sometimes for a decrease of elected members, but generally for an increase, and the Board have occasionally added to the number.

32. Then, these boards have an inspector, have they not?—These boards have an inspector, that is imperative by the Act.

33. You consider that that inspector is under your control, I presume?—He is bound to obey the orders of the Board of Supervision, but he is an officer of the local board.

34. The local boards are the taxing body?—The local boards lay on the assessment.

35. Under rules laid down by the Board of Supervision?—No; the mode of an assessment must be approved by the Board of Supervision. Under the Act originally there were three forms of assessment which were called the 1st, 2nd, and 3rd modes, and the parties might select one of those, but it had to be approved by the Board of Supervision.

36. Will you state those modes allowed by the Act?—I had better give you it out of the Act. It is the 34th section of the Act of 1845. The first mode is, that "one-half of such assessment shall be imposed upon the owners, and the other half upon the tenants or occupants of all lands and heritages within the parish." The second mode was that one-half should be imposed upon the owners and the remaining half "upon the whole inhabitants according to their means and substance." You are aware that assessments upon means and substance by an Act that was passed, I believe, through the instrumentality of the honourable Member for Montrose, has been done away with.

37. I think that was in 1861?—I am not sure about the date. The third mode was that the assessment should be imposed "as an equal per-centage upon the annual value of all lands and heritages within the parish, and upon the estimated annual income of the whole inhabitants"; an equal per-centage upon the rental and upon the means and substance.

38. You used the word "income" just now; will you explain to the Committee what is meant by the words "means and substance," or what was intended by them?—The old law of Scotland was that the assessment was to be levied upon means and substance, under (I think it is) one of the proclamations of William and Mary. It was not very easy to define what means and substance was, but it was supposed to imply the whole of a man's property that he might have. The difficulty in assessing means and substance was fixing a locality for it.

39. I want rather to ascertain what "means and substance" really was intended to cover; whether it was income, or whether it was taking the property and general status of a person by which to measure his ability to contribute?—I should say it was upon his property; the whole of what one would rather call his personal property, or real property, which was not within the parish. Supposing that a person had lands in the Colonies, for instance, from which he derived an income, I imagine that might be comprised under "means and substance"; yet that is rather a legal question.

40. *Lord Advocate.*] We have heard of a Lord Chancellor who was assessed upon his salary.—Yes, I believe Lord Campbell was.

41. *Chairman.*] Referring to rating on the "means and substance," which you said was the ancient system, I believe the "means and substance" was limited to the burghal parishes, was it not, before the present Poor Law Act was passed?—No, in the parish in which I am principally interested, the parish of Methven, the assessment was levied one-half upon the owner and the other half upon means and substance.

42. That was before the Act?—Before the Act.

43. I thought the general system was that means and substance were not assessed in rural parishes; is that so or not?—The principle was to assess means and substance. In the case of tenants, for instance, you judged by the rent that they paid, but if they were known to have other means they were taxed upon them.

44. In all parishes?—Yes; I mean that was the principle, although it might not always be very accurately followed; because if you were to refer to the Report of the Poor Law Inquiry Commission, you would find that the mode of levying the assessment was not uniform, and often not in accordance with law.

45. In fact, in many parishes there was no assessment, properly so called, at the time of the passing of the Act?—No legal assessment; they called it a voluntary assessment, but people contributed according to their good pleasure.

46. In many parishes, at the time of the passing of the Act, the poor were supported mainly by the church collection, were they not?—In many parishes there was nothing but the church collection, but in those parishes where there really was what you would call a support to the poor, there were funds contributed by the landowners and other parties, in addition to the church collections.

47. Voluntarily assessing themselves in aid of the church contribution?—Yes; and that process was going on, I may state, very rapidly at the time when the Poor Law Inquiry Commission was instituted. I should like the Committee to know exactly what was stated by the Poor Law Commissioners at that time. It is at page 5 of the Poor Law Report. It is a very long quotation; but I think it would give the Committee more knowledge of what the state of the assessment was before the present Act came into operation than anything I can state. "Where the money arising from the collections and other sources of income prove insufficient to meet the wants of the poor, encroachments are often made upon the capital sums, or the heritors and kirk session have recourse to other modes of supplying the

Mr. *W. Smythe.* 9 April 1869.

deficiencies. Upon any such emergency arising, the most obvious course would appear to be, to take immediate steps for raising the required sum by an assessment, regularly imposed and leviable from the parties liable by law to contribute in the manner prescribed by the Statutes. A strong feeling in opposition to a legal assessment has, however, existed in Scotland, and the clergy in general have strenuously exerted their influence, to prevent recourse being had to any compulsory mode of raising funds for the relief of the poor. It is maintained, that the existence of an assessment in a parish has a tendency to encourage pauperism, and to increase the numbers of the poor, and the expense of supporting them without materially bettering their condition. The establishment of a fund so raised is said to lead the poorer classes to place an undue reliance upon a legal provision, and thus to break down their spirit of independence. The exertions they might otherwise make on their own behalf are thus supposed to be relaxed, while at the same time the efforts of private charity, the care and kindness of relations, and the sympathy of the poor for the poor, are held to be so much diminished, as to render any advantages which the pauper may obtain from the introduction of an assessment, but a small compensation for what he loses in other respects. These sentiments have been expressed by very many of the ministers, whom we have examined in every part of Scotland, as will be seen on reference to the evidence; and they have no doubt gathered additional strength from the powerful advocacy of Dr. Chalmers, whose name is associated with that system which proposes to provide for the poor, without any other means than those afforded by the exercise of Christian charity. The evidence of Dr. Chalmers contains his own account of the plan by which the poor were supported in the parish of St. John's, in Glasgow, during his incumbency there, without any aid from an assessment, as a practical illustration of his system. In most of the unassessed parishes, all parties seem to dread an assessment, and look upon it as an evil which ought, if possible, to be avoided; and in many instances, when church collections, and other ordinary funds, prove inadequate, the heritors make an arrangement among themselves to subscribe voluntarily, in order to supply the deficiency; hence have originated the various forms of what is not unfrequently called a voluntary assessment. Sometimes the contributions of individuals bear little or no proportion to the relative value of the property held by each heritor, but more frequently the money is raised by all agreeing to pay rateably according to the amount of the rentals of their respective estates. Even in towns such as Cupar, in Fife, and Kirkcaldy, where rental could not with propriety be adopted as the criterion of what parties ought to contribute, the voluntary system has been followed by persons subscribing according to their means. A general notion of the condition in which a great proportion of the parishes in the lowlands of Scotland, particularly in the midland districts, stand at present with respect to the means adopted for providing the necessary funds for the support of the poor, may be given by selecting as a specimen the whole of the parishes in any one of the presbyteries of these districts; but we shall here take the presbytery of Cupar, in the synod of Fife, as affording a fair sample of the state of the parishes in other presbyteries similarly situated." The object of this was that the Commissioners might show what was the transition state, as I may call it, of the assessments at the time when the Commission sat. Then they proceed to go through these parishes in this one presbytery, and it will give the Committee a very good idea of how things stood with respect both to the legal assessments and to the voluntary assessments. They begin with the parish of Abdie. "During the first two years of my incumbency" (this is the minister's evidence) "the poor were supported wholly by the collections at the church doors and mortification money. The year before last the heritors voluntarily assessed themselves to the amount of 60 *l.*; last year, 100 *l.*; and this year" (that is, 1843), "180 *l.* When we came to make up our accounts in 1841, we found we were 30 *l.* in debt, and this led to a voluntary subscription; all the heritors, without any exception, assessed themselves according to their valued rents." Then the next parish is Auchtermuchty. "There is a legal assessment in my parish" (the minister says) "for the relief of the poor; last year was the first year of its introduction. The poor were previously supported by the voluntary assessments of the heritors, which had been in operation for nearly a dozen years; the introduction of the legal assessment was owing to some of the heritors refusing to pay voluntarily, on the ground that they were assessed unfairly."

48. Will you explain what you mean by "legal assessment," because that was before the Act was passed?—There was a power to assess in Scotland long before the Act, in short, ever since 1579.

49. Who had the power of setting it in motion?—The heritors and kirk session who were the legal body for granting relief to the poor; in many parishes the whole duty was performed by the kirk session, but when the money came to be levied by an assessment, particularly in the southern counties of Scotland, the heritors took a greater share in the management, and the officer who distributed the money was, in those cases, not the clerk of the kirk session, but the heritors' clerk, the duty falling more particularly upon him from the heritors having to pay the greater part of the money.

50. What proceedings had to be adopted in order to impose a legal assessment?—The heritors and kirk session met and resolved upon assessment, and it was enforceable by law.

51. And that became a permanent assessment?—Yes; you might divide Scotland into the south, the middle, and highland districts; I do not think there was such a thing as an assessment in the highland districts at all; but in many of the parishes in the middle districts there were assessments. In the parish with which I am connected, the parish of Methven, there has been an assessment since about 1730, more than a 100 years ago, it was supposed to have arisen very much from there having been a very large secession, which took place at the time from the church, and the collections, I suppose, fell off in consequence, and a legal assessment was introduced; and you will find that in many of the parishes in Scotland the legal assessment has been in existence long before the passing of the Act of 1845. Then (to proceed with the cases referred to) there comes the parish of Balmerino. Mr. Thomson, the minister, says: "There is no legal assessment in my parish for the relief of the poor; we have

have had, however, a voluntary assessment during the last five years." Mr. Macfarlan, the minister of the parish of Collessie, says: "During the last seven years the heritors have assessed themselves voluntarily according to their valued rent. The number of the poor increased more than in proportion to the church collections. The largest heritor was non-resident, and did not send contributions in aid of the church collections in the proportion which the other heritors thought reasonable. This led to the other heritors being less liberal; consequently we were compelled to have recourse to an assessment." The minister of the parish of Cupar says: "Until within the last year the poor were supported partly by the collections at the church doors, partly by a poor-box carried round the parish on Saturdays" (this was one of the ways of getting money) "and by a portion of the dues on marriages, and by the interest of a fund of 450 *l.*, left by the late Dr. Gray." That was what they called "mortified funds." "It was found that these funds were inadequate to maintain the poor properly, and the heritors then agreed to supply the deficiency by assessing themselves according to their valued rent." Then in the parish of Dairsie: "The poor are maintained solely by the church collections and other voluntary contributions. There are eight heritors in my parish, five of whom are non-resident. Last December and in December 1841, I wrote to the absentee heritors requesting them to subscribe in aid of the church collections, and their united subscriptions were 18 *l.* 2 *s.* In 1842 one did not subscribe, but the united subscriptions of the others were 18 *l.* 2 *s.*" The session clerk of Flisk says: "There has been a voluntary assessment by the heritors according to their real rents for the last three years. The church collections had been falling off, which made it necessary to have recourse to a voluntary assessment." In the parish of Dunbog the minister says: "The heritors in my parish voluntarily assessed themselves according to their valued rents for the relief of the poor as a supplement to our church collections." In the parish of Monimail, "There is a voluntary assessment by the heritors on the valued rent; it has subsisted for the last 12 years. It first became necessary on account of the expense of sending lunatics to an asylum, which proved too heavy a burden for the ordinary funds; but independent of lunatics, the funds would not now be sufficient for the maintenance of the ordinary poor, without the aid of voluntary contributions." In the parish of Kilmany, the minister says. "We have no legal assessment for the relief of the poor in the parish, but ever since I came into it we have had occasionally voluntary assessments." In the parish of Moonzie, the minister says, "There is no assessment, either legal or voluntary in the parish. Our funds have been quite sufficient as yet; our funds are derived from church collections, mortcloth dues, and rent of land belonging to the kirk session in the parish of Cupar. The land consists of six acres, and is let for about 35 *l.* annually. It was purchased about 80 years ago, with money belonging to the session. The rent of the land forms the principal fund for the maintenance of the poor, the church collections being very low, about 2 *l.* yearly. The people do not give, because they know that we do not want it; and the parish is very small." I believe that is the only parish which seems to subsist entirely on its own resources without having recourse to either a voluntary or a legal assessment. In the parish of Newburgh, the minister says, "There is no legal or voluntary assessment in my parish for the relief of the poor," which is an extraordinary thing, for Newburgh is a large parish. Mr. Melville, the minister of Logie, says, "There is a voluntary contribution by the heritors in my parish, according to their valued rent." In the parish of Cults, there is a voluntary assessment; and in the parish of Kettle, "a legal assessment commenced about two years ago; it was imposed principally, because one of the largest heritors refused to contribute voluntarily. There had been a voluntary contribution for many years previously. The collections have not been sufficient for the maintenance of the poor for many years." Now these are specimens of one presbytery; but I take it that they represent very fully what was taking place in 1843 and 1844, in the whole of the midland lowland districts of Scotland. The Commissioners go on to state, "From the above statements, it will be seen how small a portion of the moneys raised for the relief of the poor is derived from the church collections and other special funds in those parts of Scotland to which the foregoing remarks and quotations apply; and how frequently recourse is had either to a voluntary contribution in the nature of an assessment, or to a legal assessment." It appears, that at that time, the number of assessed parishes was annually increasing very much.

52. That was in the midland and southern districts?—Throughout Scotland generally. In the highland districts I do not think there was an instance of an assessment.

53. What was the state, then, of the parishes generally in the highlands at the time with regard to the support of the poor?—As bad as possible. I may say there was hardly anything given to the poor; they were almost entirely dependent upon what they got from their friends or the neighbours in the district. In the parishes in Sutherland I think they gave about 2 *s.* in the year; and I think it was said by Mr. Gunn, the factor for the Duke of Sutherland at that time, that it was given as an "acknowledgment of poverty."

54. Where was the pressure, then, of the state of the poor greatest; do you mean to say that the evidence then brought before the Commission tended to show that in the highland parishes the poor were less well cared for than in the other districts?—I mean that they were less well cared for out of the funds which were legally bound to support them; I do not mean to say that the condition of the poor was very much worse than in other parts of Scotland because they did get assistance, but then the burden fell generally upon their poor relations.

55. I believe there was a system besides assistance in that way of quartering the poor?—I think that quartering prevailed only in Shetland.

56. Perhaps you will explain for the advantage of the Committee what "quartering" means?—It prevailed particularly in the presbytery of Burravoe in Shetland. "A person who, in the opinion of the parish authorities, is a fit object for parochial relief, is disposed of by assigning to him a particular district of the parish on which he is quartered; and it is considered obligatory on the inhabitants of that district in rotation to provide him with board and lodging for a certain number of nights, in proportion to their means."

Mr. *W. Smythe.*

9 April 1869.

The pauper was transferred in that way. Sometimes he could not walk, and he was sent in a wheelbarrow or a cart from one farm house to another, and remained there for a week, or two weeks, or six weeks, just according to what they thought was a reasonable time for him to continue. It is explained by the session clerk of Walls; he says, "Our parish is divided for this purpose into 12 districts. There are 14 or 15 houses to each district. One pauper is allotted to each district, and he or she goes about from house to house, and lodges with one or the other as occasion requires, or as he or she feels inclined. If they go round regularly they will sleep once a fortnight in each house. Six of those who were quartered in this way have houses of their own. Those who have no houses of their own, and are quartered on certain districts, take their meals with the inmates of the houses where they are quartered. Those who have houses of their own take home meal and other provisions which they get." In short, it was a sort of tax upon the inhabitants.

57. These were chiefly in Shetland?—Entirely, I think; I do not think there were any instances of it except in Shetland.

58. But what was the general condition of the poor in Shetland under the system?—They were supported, but it was in a very precarious way. I was not in Shetland myself; it was visited by Mr. Edward Twisleton and Dr. Robertson; and Mr. Edward Twisleton is the only member of the Poor Law Inquiry Commission who survives; the other gentlemen are all dead. But if the Committee thought it desirable, he might, perhaps, give them a good deal of information as to the state of the poor previous to the passing of the Act of 1845.

59. In Shetland, do you mean?—In Shetland and elsewhere; he went over the whole of Scotland.

60. I believe Mr. Twisleton was the dissenting member of the Commission?—He was not dissenting to the facts reported by the Commission, but to the remedial measures that were proposed. The reasons of his dissent are given at the end of the report. The six other members were all Scotchmen, Lord Melville, Lord Belhaven, Mr. Drummond, Mr. James Campbell, Dr. Macfarlane, and Mr. Robertson. Mr. Twisleton had been an assistant commissioner in England, and he was afterwards at the head of the Poor Law Commission in Ireland; but although Mr. Twisleton entered his dissent from the remedial measures which were proposed by the other commissioners, the Act of 1845 did, in some degree, go further than the measures which were proposed by the Commission, so as to give to the Board of Supervision one of those qualities in which Mr. Twisleton thought it was found wanting, that is to say, that they should have some administrative control or direct authority over the allowances granted to the poor. So far, I think, that that objection on Mr. Twisleton's part has been remedied; Mr. Twisleton also had an idea that it was necessary in any system of poor law relief to give relief to the able-bodied. That the other Commissioners were entirely opposed to. He also thought that what was recommended in regard to poor-houses by the Commissioners was not sufficient, he did not think that it would work. But I think that if he were now to know the state of things in regard to the poor-houses in Scotland, and how the system has actually worked, he would be satisfied that those objections were got the better of. He also did not approve of the assessment not being uniform, he thought that it was very desirable that there should be one uniform mode of assessment over the whole of Scotland. My own idea is that, with that exception in regard to the able-bodied poor, Mr. Twisleton's objections are met by the working by the present Board.

61. Then you cannot speak yourself much of the actual condition of the poor under the system that obtained in Shetland at the time of the inquiry?—Not from personal knowledge.

62. But I believe it was a pretty fairly good condition?—Yes; afterwards when the Board of Supervision was formed the complaints of inadequate relief from Shetland were not numerous.

63. I believe in Shetland the system has obtained since the Act of Incorporation of assessment on the gross rental half on landlord and half on tenant, has it not?—I can hardly say exactly; but you might find it by reference to the first report of the Board of Supervision. They give a table there stating the form of assessments adopted in each parish and I should imagine that even in the last report if you referred to it, you would find what the state of the assessment was. I do not find stated in the last report the form of assessment in each parish, but in some of the early reports that were published, I know that the form of assessment in each parish was mentioned.

64. Sir *Robert Anstruther.*] I see in Appendix B of the last Report, "1 C," opposite to some places, what does that mean?—The C means "classified"; it means that it is the first mode of assessment. But they have taken advantage of that section of the Act which allows that there should be a classification of lands and heritages on a different rate of assessment imposed upon occupants according to the nature and quality of the land which they occupy, that is to say, that there should be a different rate of assessment upon houses, and a different rate of assessment on lands, or on shops; and that is taken advantage of pretty extensively in many of the parishes, as you will see; for wherever there is a "C," it means that there exists a classification.

65. *Chairman.*] It is under the first mode of the Act without deductions?—Yes.

66. Then, I take it that at the time of the inquiry the poor in Shetland were supported entirely by the produce of the church collections, and by the system of quartering; and there was no voluntary assessment there?—No; none as far as I know.

67. Are you aware of the state of the poor in that district now?—I cannot say that I am.

68. Are you aware that the rates in 1865 amounted to some 4 *s.* in the pound?—I heard incidentally one day when I attended the Board of Supervision, that in one parish, I think in the parish of Unst, but I am not quite sure, the rate was considerably more than that; I think between 6 *s.* and 7 *s.* in the pound. It was mentioned that the rental of that parish was only about 2,000 *l.* a year, and that the number of paupers was about 200. I do not exactly recollect, but it was far beyond the ordinary proportion.

69. Have you any idea what the number of poor in Shetland was at the time of your inquiry?—I think

I think that one could find it by referring to the tables; but I could not state it now.

70. I find in this return before me that in the parish of Tingwall the valuation was 2,975 *l.*, and the amount of poor rates 582 *l.* 11 *s.*?—Yes.

71 I understand that the rates have increased since that up to something like 7 *s.* in the pound?—I think it is the parish of Unst that is particularly referred to; and I understand that the rates were nearly 7 *s.* in the pound. That is a sort of state of things which it is very difficult to remedy unless you remove the surplus population, and remove the paupers.

72. How do you reconcile the state of the poor before you had a legal assessment under the Act which you say was fairly good, with the state of them now with a rapidly increasing rate as you say yourself, having no limit to it?—I imagine that it was simply this, that these persons, instead of being maintained by the rental, that is to say, by the proprietors, were maintained by their neighbours.

73. But the fact is that the poor have been largely increased by the action of the law?—I do not think the numbers have increased, but they have been brought out more prominently; they have been enrolled and registered. There is, no doubt, that the action of the law has increased the number of applicants, and that very much; but then the question is whether they were adequately relieved before.

74. You cannot speak to that in Shetland, but I understood you to say that they were fairly taken care of?—Yes.

75. Are you aware at all with reference to those parishes in which legal assessments were adopted before the Act, what effect it had upon the increase or otherwise of the claimants for relief?—I do not think it had any very great effect; because the administration continued very much in the same hands; and the power of the heritors and kirk session, or the kirk session, was supposed to be unlimited; it was thought that there was no appeal from that; but at the time when the Act was passed, and for a few years previous, there were a considerable number of actions that were brought in the Court of Session by way of appeal from the decision of the heritors and kirk session. Previous to that time the poor I imagine either did not know their remedy, or they did not seek it.

76. Then, practically, I understand from your answer, that the effect of the legal assessment under the old administration was not to do away with the custom of the people of Scotland of maintaining their own poor relations?—I think that the heritors and kirk session, or the kirk session rather, did not relieve in cases where they knew that there were relations who could assist; the spirit among the clergy, and those who had influence with them, was to induce relations, as far as possible, to support their pauper friends.

77. That is to say, that the system of administration under the legal assessment then had a good moral tendency among the people?—I do not think it had any very bad effect.

78. When you commenced the labours of the Board of Supervision, you found a very large number of parishes without this legal assessment?—Yes.

79. And you did not take any action I believe to compel them to come under assessment, but left them to take their option under the Act?—All that was required was that they should provide the funds.

80. But you did not originate any proceedings to compel them to do so, unless you were moved by complaints?—Not unless we were moved by complaints. There were two parishes, I think the parishes of Tain and Cromarty, in which, through some irregularities, the funds were not forthcoming, and the Board of Supervision had to threaten them with calling in the intervention of the Court of Session if they did not provide the funds, but they did eventually provide them.

81. I understand you that the Board of Supervision has not the power to compel action; it must use the Court of Session as its machine for compelling action?—Yes; there is a provision in the Act which enables the Board of Supervision, in the event of parochial boards not performing their duty, to apply to the Court of Session by a summary process.

82. Sir *Edward Colebrooke.*] Will you refer to the section of the Act?—It is the 87th section; "In case any parochial board shall refuse or neglect to do what is herein or otherwise by law required of them, or in case any obstruction shall arise in the execution of this Act, it shall be lawful for the said Board of Supervision to apply by summary petition to the Court of Session, or, during the vacation of the said Court, to the Lord Ordinary on the Bills, which Court and Lord Ordinary are hereby authorised and directed in such case to do therein as to such Court or Lord Ordinary shall seem just and necessary."

83. Then in the 74th section there is a power on the part of the Board of Supervision to allow any party to enter an action?—The 74th section is a distinct thing; the 74th section is with regard to complaints of inadequate relief. The Board of Supervision could not send an officer of their own to levy an assessment or to impose it.

84. *Chairman.*] Then if the Court of Session was moved, had the parties a right to show cause why the requirements of the Court of Session should not be complied with?—I should think certainly; I suppose that in the ordinary course of procedure they would be called upon to put in an answer.

85. Did you find that the parishes came rapidly into one or other of the modes of assessment under the Act?—We found that the parishes made no difficulty generally in providing the funds, either by an assessment or by voluntary contributions. The same feeling continued to exist for a long time among the parochial boards and the persons who had influence with them against an assessment, and staving it off as much as they possibly could, but it has by degrees come on. There is a table in the last report, at page 8, showing that at this moment the number of parishes unassessed is under 100. You will see from that table how things have proceeded since 1845, as it were step by step. In 1845 there were only 230 assessed parishes, and 650 which raised their funds by voluntary contributions; and in 1868 there were 790 assessed, and 97 which raised their funds by voluntary contribution.

86. Can you tell the Committee at all how these parishes were brought under assessment. You say that they had a general reluctance to impose an assessment, and that they endeavoured to maintain the poor without it. Now, generally speaking, was it parochial boards that moved in the matter, or were they driven by the claimants

Mr. *W. Smythe.*

9 April 1869.

for relief?—I think the local boards moved entirely; the claimants for relief had no concern in the matter, because if a party was an object of relief they were bound to relieve him, and if they did not relieve him he went to the sheriff, who ordered relief, and if the relief was inadequate he complained to the Board of Supervision.

87. Can you tell the Committee at all the proportion of parishes at the time of the first institution of the Board of Supervision in which the poor were fairly taken care of, and those in which they were inadequately provided with relief?—I do not think I could give you any statement that could be relied upon on that subject. You would find in the first Report of the Board of Supervision a statement of all the cases of parties who applied to the Board on the ground that the relief furnished them was inadequate, and how those cases were dealt with, but I could not designate any particular parishes in which the system of relief was insufficient. I may state to the Committee that there was a good deal of difficulty with the Board at first in determining what amount of relief was to be considered adequate, and particularly in regard to the different parishes; that which was sufficient in one parish might not be sufficient in another parish. This was peculiarly the case with reference to the Highland districts, and in order to furnish the Board with some information, I was myself appointed to go into the Highland parishes, and I reported to the Board upon that subject.

88. In what year did you make that report?—It was in the year 1846; the report is in the Appendix to the First Report.

89. *Lord Advocate.*] That was the year after the Board was instituted?—Yes; it was in February 1846; the action of the Board did not commence till about November 1845. This was one of the difficulties that met them at the outset, the parties all asserting that the relief was sufficient; on the other hand, the Board had to consider the statements of the paupers, and they felt a difficulty in determining the point.

90. *Chairman.*] Then you had an opportunity of seeing practically the state of the poor through the country?—Throughout that district, Rossshire, Sutherland, Caithness, and Cromarty.

91. What was the general result of that investigation as to the condition of the poor, and the care taken of them, with respect to its adequacy or otherwise?—There was a general wish on the part of the parochial boards to do what they considered their duty. It was questionable sometimes with them whether they might not be called upon to do more, and it was upon that principle that they had objected to the sums which the Board of Supervision thought ought to have been given.

92. You say that there was a willingness to do what was right and proper; what was the general result of your investigation as to the state of the poor under the system then existing?—They were all provided for, and I should say adequately, as far as could be. In some places it was poor enough; but I think that, comparing their condition with the condition of independent labourers, the poor were not in a very starving condition.

93. I have here a summary of statistical returns copied out from your various reports. I find that in 1846 the number of registered poor all over Scotland was 69,432; and in 1847 it had risen to 85,971, being an increase of 16,539. Can you give the Committee any explanation of that immense increase?—The effect of a poor law administration generally is to increase the number of parties who think that they have a right to apply; and I have no doubt that a great number of these people managed to support themselves from other resources, and that when there was what they call a common fund, they thought that they might as well obtain a portion of it; and there is no doubt they had a claim. But what was done by relatives was far less; and that is an increasing evil.

94. I find again that in 1848 it had risen to 100,961; and in 1849 to 106,434?—Yes.

95. *Lord Advocate.*] Were they registered in parishes that had no assessment?—They were obliged to be registered in all parishes when the Act of 1845 came into operation.

96. However supported?— However supported.

97. *Chairman.*] I believe the main object of the Act of 1845 was to better the condition of the then existing poor; instead of which we find that it has actually increased, and very nearly doubled the number of registered poor. They began to be registered before the commencement of the Act, and the moment the Act passed it was necessary that the regularly-supported poor should be registered everywhere?—Yes.

98. The increase is not due to the fact that the system of registration was extended to an increasing number of parishes from year to year, but by the Act originally all parishes were obliged immediately thereupon to register their poor?—Yes; that was one of the duties that the parochial boards were called upon to perform. They were to meet twice in the year, and they were to make out a roll of the poor.

99. The increase as shown in these returns is the actual increase therefore of the numbers in each place?—No doubt; but I attribute that increase very much to parties who were not upon the roll before, but who thought that they might apply afterwards, and did apply, and were placed upon the roll in consequence.

100. That is to say, people who before the Act passed were content with their status, were made discontented by the passing of the Act, and came upon the roll?—That is one way of putting it, but the fact is, as I believe, that the effect of the Act was to shift the burthen very much; it was taken from the shoulders of the very poor and laid upon the shoulders of the ratepayers.

101. What is the proceeding by which a claimant for relief can establish his claim; what are the steps?—He applies to the inspector of poor, who has a schedule in which he enters certain particulars, a form of which is given to the inspectors, and that is laid before the parochial board. If the party, in the inspector's opinion, requires immediate relief, he is obliged to furnish it; at all events he is obliged to lay this statement before the first meeting of the parochial board or a committee of the parochial board, and the amount of relief is then fixed.

102. Suppose the relief is refused?—If the relief is refused, the party may immediately go to the sheriff, and if the sheriff considers that he is an object of relief, he makes an order, and the inspector is bound to give the relief.

103. Does not the matter come before the Board of Supervision?—If the inspector gives what is considered a sufficient amount of relief so as to satisfy the party, the case does not come before

before the Board of Supervision at all; but if the inspector gives what the party thinks too small an amount of relief, he may immediately apply to the Board of Supervision, and upon such application the course that the Board of Supervision takes is this: if they consider that the amount is insufficient, having before them all the circumstances of the pauper, they send it back to the parochial board for reconsideration. That is the form that is generally adopted, and that is a sort of hint to the parochial board that they do not think that the amount of relief given is adequate. If, upon sending it back for reconsideration, the parochial board were persistently to refuse to increase the amount, the remedy then is for the Board of Supervision to make a minute, which enables the party to bring the case before the Court of Session; but that is an ultimate resort that is hardly ever had recourse to; in short, I do not believe there has ever been a case that has been brought before the Court of Session under a minute. There were one or two cases at first, in which the parochial boards were a little hard to deal with, and there were five or six cases in which minutes were issued; but it always had the effect of bringing the parties to reason, and causing them to arrange the case, so as not to go into Court.

104. That is to say, rather than go into Court, they obeyed the Board of Supervision's orders?—They did what the Board of Supervision considered sufficient.

105. What means have the Boards of Supervision to guide them in deciding whether the allowance is sufficient?—Just upon that point as I mentioned to the Highland parishes; they had to send their officer to investigate the matter and to make them a report; but the form of the claimants is filled up in such a way that the inspector makes his statement as to the circumstances of the party, and the party has an opportunity of seeing the statement of the inspector, and making any remarks or observations upon it that he may think necessary, supposing the inspector was to make a false statement. But it is a very difficult question, very often, whether the person should get 4 *s.* or 5 *s.* a week, or whether it should be 1 *s.* or 6 *d.* You must rely very much on the statement of the party, and the statement of the inspector as to what other resources he may have. Two parties who are exactly in the same circumstances, as far as health and ability go, may have different amounts of allowance; because the friends of the one may do something for him which the friends of the other do not.

106. Is the question ever raised as to the unfitness of the party to receive relief, not being a deserving object of charity and of relief?—Before I answer that question, I may mention that in many parishes now there is a very sufficient test of the adequacy of the amount of relief by means of poor-houses, because if a party is dissatisfied with the amount of relief given by the parochial board, the parochial board can say, "Very well, if you are not satisfied with that, you must go into the poor-house." The parochial board know exactly what the expense of maintaining a person in the poor-house is; and it would be very unwise in them, except in very special cases, to give more in the shape of out-door relief than they can support the party for in the poor-house.

107. Is it not the fact generally, that it is cheaper to maintain the poor out of the poor-house, than to keep them in the poor-house?—Generally it is, if the parties are in such a condition as not to require attendance. But where you have to provide nurses or attendance, then it is much cheaper to put them into the poor-house.

108. Except in those particular cases the poor-house is really no check?—The poor-house is a check; at least it fixes the amount. If you can maintain a pauper for half-a-crown in the poor-house, you would never give him 3 *s.* out.

109. Suppose the question were 2 *s.* 6 *d.* out of the poor-house, or 3 *s.* 4 *d.* in it, the poor-house could be no check at all?—In that case it would not, until you got up to the 3 *s.* 4 *d.*

110. But is it not the fact that in a great many cases the cost of maintaining a pauper, except under the special circumstances you have mentioned, is greater in the poor-house than in the shape of out-door relief?—No doubt; and you will find it stated, with regard to poor-houses, that it is not, generally speaking, a cheap way of maintaining the poor, but it is only cheap in the indirect way in which it operates, that is to say, in the case of paupers who are dissatisfied, you at least have a limit to which you can go. In the cases of women with illegitimate children, for instance, they do not like the restraint of the poor-house, and you can prevent them from coming upon the roll at all.

111. *Lord Advocate.*] It has a repellent action?—It has a repellent action; and I believe that where the poor-house has been properly worked, in large towns and elsewhere, it has had the effect of developing the resources of paupers for themselves, which they would never have thought of exercising otherwise, and keeping them off the parish.

112. *Chairman.*] With reference to the women with children, is it not the fact that, according to the number of children she may have, the greater is the right of the woman to come upon the poor; that an able-bodied woman with one child is not admitted as an object of relief; but that, if she has two or more children, she gets proportionate relief, whether the children be legitimate or not?—That is rather a reason for women with illegitimate children having the restraint of the poor-house imposed upon them. But one of the most difficult cases for any administrators to deal with is, that case of mothers of illegitimate children.

113. Is it not the fact that the present law encourages illegitimacy by giving a premium to a woman according to the number of children she has?—So far as you put it in that indirect way, it does; because if a woman has four illegitimate children, and she gets nothing from the fathers, she must come upon the Poor Law Board.

114. I am told that this kind of case has arisen: a woman has come in distressed circumstances with one child, but being an able-bodied woman she has been refused, and told she could not have relief; whereupon she has said that she could easily remedy that, and has come next year with two children and got it?—Of course she cannot maintain two as well as one.

115. Have we any statistics to show the ratio of illegitimacy before and after the passing the Poor Law Act?—I could not point to them; but illegitimacy in Scotland generally is very rife, I am sorry to say.

116. Can you say whether there is any increase since the Poor Law Act?—I should not think

Mr. *W. Smythe.* 9 April 1869.

there is; I cannot give any specific information upon the point, but I do not think that the effect of the Poor Law has been to increase it.

117. With regard to allowances, have there been any instances where the allowances granted by the parochial board have been considered to be large, and an application has been made to the Board of Supervision that they should be reduced?—No; because I take it that the parochial boards have it in their power to reduce the allowance at any time; and it frequently happens that they do. For instance, take the case of a widow woman with children, who has a tolerably large allowance, say, 5 *s.* or 6 *s.* a week, because she has three or four children. As these children grow up and they are off her hands, there would be something taken off the allowance; that the parochial board have power to do without the interference of the Board of Supervision.

118. That is in special cases; but if the allowance were in any case found to be more than adequate, would not the parochial board be bound to come to the Board of Supervision for power to reduce the allowances?—No; the parochial board have ample powers themselves.

119. Then it is not the case that applications have been made to the Board of Supervision for permission to reduce the allowances?—Not within my knowledge.

120. In the report for last year, under the head of "abstract of complaints of inadequate relief," at page 106 in the Abstract, there appears to have been, last year, no less than 462 cases dealt with by the Board?—Adjudicated upon by the Board, I have no doubt that is correct.

121. *Lord Advocate.*] It is a large portion of the business of the Board?—A considerable portion.

122. *Chairman.*] Have the applications on the ground of inadequate relief been increasing every year, or have they been diminishing?—They have been reduced. I think the first or second year after the Board was formed, the number of applications of inadequate relief was upwards of 700; but there is a Table that states them all.

123. Sir *Edward Colebrooke.*] In the Appendix to the Report for 1846, page 148, there is an abstract giving the total number of applications as 597 from the 5th of September to the 1st of July?—Yes; that is the first annual Report. But there is a Table that gives the total number for a succession of years. It is in the 23rd Report, at page 11, and gives a summary of the cases. You will see that in the year 1847–8 the number of applications was 793; in 1848–9, 863; in 1849–50, 788; and then from that time they have gone on keeping very much between 400 and 500.

124. Do you mean that that is about the proportion at present?—Yes; in the last five years there have been 521, 489, 433, 501, 462.

125. *Chairman.*] In that Table there is a column, headed "Refused, not in receipt of parochial relief"; does that mean that they were held not entitled to come upon the roll at all?—No; but it was not a case for the Board of Supervision to adjudicate upon, because they were not in receipt of parochial relief, and the proper tribunal to go to was the sheriff.

126. I find that the total of applications is 13,592?—Yes, since 1845.

127. For the whole time the number dismissed is 7,158?—Yes.

128. That is "On information contained in the schedule"; that is to say, dismissed on the first inquiry?—Yes.

129. And further, "Dismissed after being remitted"; after inquiry, I presume that means?—Yes, after inquiry and reconsideration; after they have been before the Board and the allowance added to.

130. And under the heading of "Ground of complaint removed," the number is 3,539?—Yes.

131. That shows a very large number of cases where the applications were refused?—Yes.

132. In dealing with those cases, on what principle do the Board of Supervision act; do they act simply on the bare principle of the law, that every man who cannot maintain himself is entitled to relief, or do they take into consideration the principle that has always existed in Scotland, that the relatives must to a certain extent maintain their own poor?—No; the Board does not act at all on the principle that the relatives must to a certain extent maintain their own poor, if they do not actually do it. If it actually comes before them that the relatives are giving something, they act upon that, but they do not at all consider the duty of relations to support their poor, because there are only certain relations that are legally bound to do so, as in the case of father and child, where the father is bound to support the child, or the child the father, and in those cases there is a legal remedy.

133. In those, and only in those cases, the Board of Supervision does take into account that obligation?—No; they do not take it into account at all. Supposing a child is deserted by the parent and the parent affords nothing to its relief, all that the Board has to consider is, that the child should be adequately provided for by the parochial board, and the parochial board must sue the father for the maintenance of the child. There are a great many cases of that kind, as you must be aware; husbands deserting their wives and families, and fathers and mothers deserting their children. Very often there are cases in which the whole money that the father earns is consumed in drinking, and the wife and children are left starving. Those cases are not cases which the Board would consider at all.

134. Practically it comes to this, that you act upon the basis of the absolute right to relief?—Yes.

135. *Lord Advocate.*] You can only adjudicate upon such cases as have been brought before you on the question of inadequacy?—On such cases where they are actually in receipt of parochial relief.

136. The question of the right to parochial relief goes to the sheriff?—Yes.

137. *Chairman.*] Only the Board is a sort of court of appeal?—Not on the question of the right to relief.

138. Only as to the quantum?—Only as to the quantum.

139. *Lord Advocate.*] The Board has no jurisdiction to admit persons to relief who have been refused?—No.

140. Sir *Edward Colebrooke.*] The Act of 1845 did not alter the law in any way with reference to the right?—Not in the least; the Act of 1845 was merely to improve the administration of the laws; there were certain points that were settled by the Act, questions of settlement and things of that sort, but the law as to the right to relief was not altered at all.

141. Mr.

141. Mr. *Fordyce.*] Previous to the Act of 1845, if a pauper complained of inadequate relief, had he no power of appeal to the Court of Session?—Yes; previous to the Act of 1845, the only power was to appeal from the heritors and kirk session to the Court of Session.

142. But he has no such power now?—No; that is expressly excluded in the Act; the 75th section of the Act is, "Provided always, and be it enacted, that it shall not be competent for any court of law to entertain or decide any action relative to the amount of relief granted by parochial boards, unless the Board of Supervision shall previously have declared that there is a just cause of action as hereinbefore provided."

143. *Chairman.*] The Act altered the jurisdiction and interposed the Board of Supervision?—Yes.

144. Lord *Advocate.*] It substituted a rapid mode for the existing one?—Yes; the expense of some of those actions which were brought, before the operation of the Poor Law Commission, was something enormous; in some of the parishes there were agents in the courts, practising in the Court of Session, who made a regular business of bringing these cases up, out of which the agents made a profit.

145. Mr. *Loch.*] Is the expense of such an action as that large now?—I think the parties would hardly run the risk of an action.

146. *Chairman.*] With regard to the results of the law upon the people, have you any means of judging whether the poor are in a better condition now than they were at the time that the law was passed?—I should say that they certainly were in a better condition; what I should call the proper paupers; instead of a precarious relief, they get a certain relief. There is one subject upon which you have not put any questions to me, namely, the mode in which paupers existed before the Act of 1845. That was by begging; there was a system of begging which prevailed in the town: there were what were called licensed beggars; there were certain days in the week in most of the burghs on which the paupers went about; they were known, and they got their halfpenny or their penny at the different shops, and that was a recognised mode of maintenance.

147. Have you any statistical information as to the number of these beggars?—Not unless you were to get it from the evidence given before the Poor Law Inquiry Commissioners; but it is mentioned as one of the modes of maintaining the poor in the 12th page of the Report of the Poor Law Inquiry Commission; it was "sanctioned by the Act of 1672, c. 18, which directs that if the contributions at the parish church are not sufficient to 'entertain' such persons as, through age or infirmity, are not able to work, they are to receive a badge or ticket to ask alms at the dwelling-houses of the inhabitants of their own parish only, without the bounds whereof they are not to beg.' We find, accordingly, that begging is in many places a recognised means of subsistence for paupers. In the parish of Campbelton 49 persons were, in October, 1842, struck off the roll by a committee of managers of the poor, and badges were given to such of the number as chose to receive them, as a license to beg." That is a fact which would show how the number of paupers must have been increased when the new Act came into operation; here were 42 people who were all at once struck off the roll of the poor, and, of course, were not included in the number of paupers when this investigation took place. "Even without badges being regularly granted, we find that in most of the burghs and smaller towns the paupers are allowed to beg on one or more days of the week, as in Inverary, Dingwall, Thurso, Perth, Kirkcaldy, and many others. At St. Andrews, in lieu of licensed begging, a box has for many years been carried through the town on Saturdays; the inhabitants having complained of the annoyance to which they were daily subjected by beggars, this plan was adopted to get rid of their importunities."

148. Mr. *Miller.*] That is all previous to the Act?—All previous to the Act.

149. *Chairman.*] Are there any statistics of the numbers to show how far the increase in the registered poor is due to the bringing in of these licensed beggars?—As far as I know, I do not think there are any statistics.

150. Have you any idea whether it is a large number?—I should think a very large number; but no doubt some of these beggars in Perth and Kirkcaldy, and other places, were on the roll, although they had their license to beg as well; but this case of Campbelton mentioned here is peculiar, certainly.

151. I have already mentioned that, in 1849, 106,434 was the number of registered poor; that appears to be the largest number of registered poor since the Act passed; in subsequent years it fluctuates, and the last year is a large one again, namely, 104,541?—It makes a great difference whether it is a time of slackness of trade, or if there are other circumstances which may be considered fluctuating.

152. One thousand eight hundred and forty-nine appears to have been an exceptional year; that showing the largest number of registered poor?—I suppose it was.

153. I see it is also the year with the highest number of casual poor; I find the number of the casual poor was 95,686?—Yes; but the number of the casual poor is a very difficult thing to form any decided opinion upon; because, if there is any slackness of trade, a person who is in the nature of what is called a tramp in this country goes about and gets lodgings in different parishes, and is put down as a casual pauper in every parish, and so the same man may be entered 20 times.

154. Is there any proper definition of who come under the title of casual poor?—Simply those who are not considered as regular paupers and put upon the roll, not having a claim to relief from the parish.

155. Do you mean people who would be, if they were resident in the place, proper objects of relief?—I mean people who are able to do a little for themselves who would not otherwise be among the poor.

156. Under this head of casual poor, is any assistance given to able-bodied people?—No; I think not generally.

157. But is it used for the purpose of relieving able-bodied poor?—Very often you might find that a pauper who had a slight disability from sickness, or anything else, would be put down as a casual pauper.

158. *Lord Advocate.*] There was a case the other day which decided that matter; previous to that it had been done for some time?—It was supposed there was a power to assess for able-bodied persons out of employment in the nature

Mr. *W. Smythe.*

9 April 1869.

of casual poor, but the Court of Session and the House of Lords decided that there was no such power.

159. *Chairman.*] Coming to the expenditure for the poor, although it appears by the returns that the poor attained a sort of maximum number in 1849, and have kept below that with a fluctuating number, though not very widely fluctuating; since then, on the other hand, the sums expended seem to have steadily increased can you give any grounds for that increase?—For instance, I find that in 1849, when there were 106,434 registered poor, the sum expended on relief, not including law expenses or management, amounted to 417,462 *l.* When I come down to the last year, in which the number of registered poor is 104,541, that is to say, about 2,000 less than in 1849, the expenses come up to 633,127 *l.*, and they have been steadily increasing, fluctuating backwards and forwards, but steadily increasing, up to that sum?—There is one thing I should state, namely, there has been a general improvement in the mode of living of the labouring classes in Scotland generally, and I think that that probably has extended itself to the allowances for the poor; of course you must measure the allowances to the poor by the condition of the labouring classes, and the rate of wages has very much increased within the last 16 or 18 years; of course that has improved the condition of the labouring men, and I consider that it has to a certain degree affected the amount that is required for the maintenance of paupers. Then, besides that, there is, with regard to lunatics, an annually increasing expense; I cannot account for it, but it is well known that both in England and in Scotland the number of lunatics increases annually at an enormous rate. In an article I was reading the other day in the "North British Review," it was stated that during the last 19 years the increase of lunatics in asylums in England had been at the rate of a 1,000 a year; there were 19,000 more than there were 19 years ago.

160. *Lord Advocate.*] Is not that partly from their being discovered now?—I have no doubt that the existence of lunatic asylums has helped to enable people to be placed in asylums under the Act of 1845, who formerly were not in asylums. The asylum accommodation was so small that it was necessary to give the Board of Supervision a dispensing power. All lunatics under that Act were directed to be placed in asylums, but the fact was that the direction was inoperative, because there were not asylums to place them in; and a dispensing power was given to the Board of Supervision to enable them in certain cases to allow parties who were considered harmless lunatics to remain out of asylums, and that power was exercised to a very great extent; I think there were upwards of 4,000 cases.

161. *Chairman.*] Do you mean to say that that head of expenditure which I have just read includes all lunatic paupers?—I think so; they are all on the roll or registered.

162. Your returns do not give us any information as to the number of lunatics?—You will find in a separate Table the number of lunatics in each parish.

163. *Lord Advocate.*] They are included in the registered poor?—They are included in the registered poor; that sum of 633,127 *l.* for the year ending May 1868 includes the cost of the lunatics.

164. *Chairman.*] That does not come under the head then of medical relief?—No; medical relief is separate.

165. Then we come to the question of management: I see that the cost of management in 1846 was 17,454 *l.*, and that has also been steadily and rapidly increasing till, in the last Return, it is 94,452 *l.*; can you explain the causes of that increase?—The inspectors of poor were originally appointed, perhaps, at very small salaries in many parishes. It has been found that their duties have been considerably increased; and I imagine that in almost every parish you will find that the salary of the inspector of poor has been very much raised, in many places doubled.

166. Taking 1849, the expense of management is given here as 51,804 *l.*, so that the cost in 20 years has been nearly doubled?—Yes. As I say, I think that the salaries of the inspectors of the poor have been very much increased, Then, besides that, there is the institution of poor-houses, which have a staff of their own, and which all goes into the expense of management, and becomes pretty heavy; there is a governor and matron, and all the staff in the different poor-houses, which is all part of the expenses of management.

167. Does the "expenses of management" include the cost of the Board of Supervision?—No.

168. Can you tell what proportion of the expenditure is due to the poor-houses?—I could not give the exact proportion at all, but the number of poor-houses is increasing every year. There is poor-house accommodation already provided in Scotland for fully two-thirds of the whole population of Scotland; I mean that, taking the population at 3,000,000 and upwards, there is poor-house accommodation provided for parishes where the population amounts to upwards of 2,000,000.

169. Are those poor-houses fully occupied?—No. There is great unwillingness on the part of the paupers generally to go into the houses; but the poor-houses, as a rule, are very well managed, and the way that the people are treated there is admirable, generally, as far as I know; but you will find that poor-houses are built to accommodate 100 or 120 people, and there may not be above 20 or 30 inmates.

170. Is that the general condition of the poor-houses?—Not in towns, but in poor-houses connected with country parishes it is very much the condition of things.

171. Do the Board of Supervision take any action in encouraging or enforcing the building of poor-houses?—They have not power to enforce; they have encouraged it in some cases; that is to say, they have thought that, particularly in the highland parishes, that was the only chance of diminishing the number of paupers.

172. What is the result of your experience in that matter; has there been any diminution in the number of paupers?—I would rather not reply to that, because you can put the question to persons who have much more knowledge than I have, inasmuch as poor-houses have become much more numerous in the last 16 or 17 years, during which time I have not had anything to do with the practical management of the Board.

173. Could you tell us generally the proportion

tion of beds occupied in the poor-houses throughout Scotland, as compared with their capabilities?—No, I could not; but it could easily be furnished.

174. You say that in some instances, where they would hold 120, they are only occupied to the extent of 20?—Yes; I know one which I have some connection with myself; I think it was built for 90 or 100 paupers, and I think that the number of paupers has never at any time exceeded 25.

175. So that 25 per cent. only is made use of; would you take that as a fair fraction for the average?—I should not like you to take anything from me on that point, because I am not able to speak upon it.

176. Nevertheless, although the house is not occupied beyond that amount, the expense incurred is almost the same as if it were fully occupied?—What are called the establishment charges are very much the same; but you will find it the case with workhouses in England, too, that there are a great number of beds unoccupied.

177. What do you find to be the tendency in that respect; is it stationary, or is there any tendency to increase in the occupation of poor-houses?—I am really not very capable of giving you much information upon that subject; but I should say that in towns, in Glasgow and Edinburgh for instance, the accommodation for the poor was much better filled up than it is in the country parishes.

178. Have you not some rule with regard to the building of poor-houses and the debt incurred, that you do not allow any new debt to be incurred until the old debt has been paid off?—That is a portion of the Act. There is a provision in the Act enabling parishes to borrow. It is the 62nd section of the Act which gives the power to borrow, and there is a provision that the principal sum so borrowed shall in no case exceed three times the amount of the assessment raised for the relief of the poor during the year immediately preceding that in which the money is borrowed; and that any loan of money borrowed for the purpose aforesaid shall be repaid by annual instalments of not less than one-tenth of the sum borrowed, exclusive of the payment of the interest on the same; provided also, that no further or other sum shall be borrowed or chargeable on the poor assessment for the purposes aforesaid, until the whole of the money last borrowed, with interest on the same, shall have been paid off."

179. You cannot speak much as to the effect of poor-houses upon the condition of the poor, or as to their action upon the poor rate?—Not upon their condition; as far as my knowledge goes, they have been very effectual in those two purposes for which I think poor-houses are very useful, that is to say, affording a test of pauperism and a test of the adequacy of relief.

180. But we have by the returns, at least apparently so, no diminution in the cost?—No; it might be that one might not know yet how they work effectually, their operation may not be effectually tried as yet; but I think, as far as I have seen in practice (for I am the chairman of a parochial board myself, and take a great deal of interest in my own parish in the matter), I certainly have found that it has been a useful thing in some cases to have the poor-house to back us in the case of a party applying whom we consider not to be legitimately an object of relief; and if the poor-house is offered, the sheriff holds that his jurisdiction is excluded, he will not give any order upon the inspector to give out-door relief.

181. The effect of the poor-house would only come in where the cost of maintaining the pauper is less in the house than the allowance outside?—Yes; but there are people who will not go into the poor-house at all; they would rather not take any allowance at all, or their relatives will not allow them to do so. In those cases I say the poor-house offers a good test of whether the parties are legitimately objects of parochial relief.

182. But the parochial boards would be rather chary of using that test where they found that where that test was accepted the cost was more of keeping the poor in the poor-house than out?—I have never found that; because if the party accepted the offer and went into the poor-house, it would only be for a few weeks; ultimately he would not remain, and very likely his relations would not suffer him to remain.

183. Do not you find that the tendency of the Act has been to remove all that unwillingness on the part of relations to suffer the poor to receive formal support?—I am afraid that was beginning long before the Act came into operation. I am quite satisfied that if you were to go over carefully the evidence taken by the Poor Law Inquiry Commission, you would find that that feeling was very much diminished in Scotland compared with what it once was. I would also like to mention that there was another concurrent cause just at the time when the Poor Law Inquiry Commission was in operation, and that was the great secession of the Free Church. The clergy and officers of the Free Church were all equally zealous, as you will see from the evidence of Dr. Guthrie and other persons, in trying to keep the poor off the roll and to make their friends assist them, and their own resources help them, as much as possible; but that influence was all swept away, and I am quite certain that the effect was to add very much to the roll of paupers.

184. Mr. *Orr Ewing.*] But do you think that the Free Church men are not so zealous as they were?—They have no interest in the matter; their interest ceased.

185. *Chairman.*] Is it not the fact, that you continued the system of giving exclusive *ex officio* jurisdiction to the established minister in exclusion of all other ministers upon the board?—The established clergyman was *ex officio* a member of the board and the kirk session. I do not know that it need be so, but it always is so; but that does not exclude others. You will find that in parochial boards the Free Church clergyman and the United Presbyterian clergyman are constantly members of the board. In my parish they are members of the board, and give us the greatest assistance.

186. *Lord Advocate.*] I suppose the withdrawal of the church-door collections added something?—The withdrawal of the church-door collections added very much; they went along with the great body of the Free Church.

187. *Chairman.*] But has not the effect of keeping the established minister as an *ex officio* member of the board been to interfere with the exertion of that moral action that the clergy had, before the disruption, on the poor?—As far as my own experience goes, I do not think it has; I have not seen any instances of it. You gene-

Mr. *W. Smythe.*

9 April 1869.

rally find that the clergyman takes a part in the proceedings of the parochial board, and he is generally a very useful member.

188. Do you think that the effect of the existence of the Board of Supervision has been to introduce anything like uniformity of action in the administration of law in the local boards?—Undoubtedly it has; and the inspectors that go round, that is to say, the officers of the Board that go round, examine all the books and see that everything is kept in a uniform shape.

189. What is there of uniformity with regard to the amount of relief granted to the poor?—I should think that the uniformity was pretty great; it is always regulated according to the circumstances of the parish.

190. Do the allowances fluctuate much in the various parts of Scotland?—No, I do not think they do.

191. Have you any idea of the average allowances made to the registered poor?—For a single individual who does not suffer from anything except inability to work, who is able to go about and do little things for himself, 2 *s.* to 2 *s.* 6 *d.* a week is a fair allowance. There are so many different cases; some have their rent paid, some are able to earn a little by winding pirns, and so on.

192. Is there any great difference in the allowances between the various districts; for instance, between the highland and the lowland?—I do not think there is any very sensible difference, but there are little modes by which they add to their income in the highland districts; sometimes they keep fowls, or they sell eggs and various other little things, by which they acquire something; but, generally speaking, I should say there was not much difference.

193. What were the allowances which you usually found at the time of the commencement of the action of the Board of Supervision; were they about the same?—No; the allowances were in many cases perfectly illusory.

194. Before you left the Board as secretary, had they arrived at anything like a satisfactory result in that respect?—I think they had; but the great object of the Board of Supervision, I think, during their first constitution, was not to compel, but rather to lead and persuade, the parochial boards; it was a very difficult and very delicate task to have to perform.

195. Would you apply your statement that the allowances averaged 2 *s.* to 2 *s.* 6 *d.* to the year 1852?—Yes, I should say so.

196. Then, if that is so, how do you account (I must come back to that question now) for this enormous increase of expenditure, if the average amount of allowances has not materially changed, and if the poor are much about the same in number as they were at that time?—The circumstances may differ, because a party who might then be content with 1 *s.* a week might now require to have 2 *s.*

197. That might affect it to a certain extent, but here is a difference of 50 per cent. increase, an increase from 417,000 *l.* to 633,000 *l.*?—Yes; but in order to establish it, it would be necessary to make out that that increase arose from the allowances; take, for instance, the subject of lunatics, which I have already mentioned. The cost of a lunatic in an asylum is from 24 *l.* to 30 *l.* a year; all those charges have come very much into operation since that from the increase of asylums. You are aware that there was a Lunacy Inquiry Commission which sat, and an Act was passed which compelled the building of lunatic asylums, and paupers who formerly were supported for 3 *s.* or 4 *s.* a week were sent to asylums, where they cost 9 *s.* or 10 *s.*; all that is since 1852.

198. There is a separate Lunacy Board, is there not?—Yes.

199. Do you act in conjunction with them, or are you totally separate from them?—I take it that the jurisdiction of the Board of Supervision in regard to lunatics is now entirely transferred to the Lunacy Board.

200. But still the expenditure comes under your cognizance?—The expenditure comes under the cognizance of the Board of Supervision. I speak with reference to the treatment of lunatics, and the reports which the inspectors are obliged to make to the Lunacy Board. Instead of reporting a lunatic to the Board of Supervision, as he formerly used to do, the inspector reports the matter to the Lunacy Board, and the whole cognizance comes under them.

201. However, the statistics are not so placed comparatively in your report as to bring out the figures with regard to lunatics?—No; I see that the "Receipt and Expenditure" gives only for the heads "Relief of Poor on the Roll, Casual Poor, Medical Relief, Management, and Law Expenses."

202. There is no information as to the proportion paid for lunatics?—No.

203. Would it not be desirable that your Return should be amended to that extent?—Perhaps it would.

204. *Lord Advocate.*] Have you got materials for so amending it in the Board of Supervision?—I should think that the inspectors of the poor could say what money they have expended on lunatics.

205. *Chairman.*] You never have given, I believe, the valuation upon which this expenditure falls?—The only valuation that we have is the first which was given, the valuation that was made in 1843; but it would be quite easy now to get the valuation every year. There has come to be a little fallacy in that statement of expenditure where it is made a per-centage, for it is a per-centage upon the valuation of 1843, which really is to a certain degree fallacious.

206. I wanted to know how, having a valuation which is made every year, the Board still go back in their Report to the valuation of 1843?—Each county has its own valuation, and, if there were a Parliamentary Return, it could be quite easily got; but the Board of Supervision has no means of giving the valuation of the whole of Scotland per parish in any one year.

207. They have no power, you mean, of calling for a copy of the valuation roll?—They have no power of calling for a copy of the valuation roll.

208. But the valuation roll is a public document, is it not, accessible to the Board of Supervision, as well as to anyone else?—No; in some counties the valuation roll is printed, and may be purchased, but in other counties they only make a certain number of copies, which are kept in the offices, and are furnished to the inspectors of the poor in each parish.

209. And they could furnish them to you, could they not?—Each inspector could furnish it for his own parish, no doubt.

210. That

210. That would give you the means of tabulating that valuation in your report?—Yes, you have the means of getting it in that way.

211. The inspector is really an officer of your board, because he has to report to you annually?—Yes, but it would be quite easily got in any Parliamentary Return from the assessor in each county. You will see that there is a Table, showing a sort of per-centage upon the valuation, but it is all upon the valuation of 1843.

212. Do you consider that the present constitution of the parochial board is the best for administering the Poor Law; that it is satisfactory?—I think that for ordinary country parishes it does very well; but there is a great difficulty in regard to large parishes which are partly burghal and partly rural, and where there are an immense body of heritors above 20 *l.* Take the West church parish in Edinburgh, or the Barony parish in Glasgow; the administrative body there is a most unwieldy corporation.

213. What would you suggest as a modification?—The Poor Law Inquiry Commission suggested that all those parishes which were partly rural and partly burghal should be held to be burghal parishes, and that the administration should be the same as in a burghal parish; that is to say, that there should be a certain number of managers of the poor; but when the Act was passing through Parliament there was a great objection made to that provision, and the parishes did not like that sort of combination at all, and therefore it was not carried, and this difficulty has in consequence arisen. The only thing that one could suggest to diminish the number, would be either to have a certain number chosen from these heritors, or something of that kind, which would lessen the body and make it more of a working body. It is quite absurd to suppose that 200 or 300 or 400 people should form a parochial board, or that they could go into all the little questions which arise; they must act by committees.

214. Mr. *Orr Ewing.*] Do not they in those instances elect a board of managers?—I believe they do in the Barony parish, but I would state in reply to that question that the Barony parish is an exception, because it has had a private Act of its own.

215. *Chairman.*] Do you think that the constitution of the boards in the rural parishes does work satisfactorily?—I think it does, as far as my knowledge goes; it is not in those cases an unwieldy body, like those others to which I have referred. But wherever the parish forms a very large and populous parish, of course it is more difficult.

216. Do you consider that it is desirable to continue the practice of allowing the kirk-session and the kirk minister *ex officio* to be always parties on the board?—Well, as far as I have seen, I have not found it objectionable in any way; I think that those persons are useful; the members of the kirk-session are generally respectable men, and they know a good deal about the people in the different districts to which they belong.

217. They used to be members of the parochial boards in the old days, I suppose, because the main support of the poor was then derived from church collections?—Yes, they were almost the sole administrators of relief in the old times.

218. That was because they were the parties having charge of the money?—Yes, and any voluntary contributions were paid over to them and distributed by them.

219. The minister is exempted from rates, is he not?—Yes.

220. Still he continues to be managing rates contributed by others?—Yes.

221. Do you think that a desirable principle to maintain?—I think it operates well.

222. Does any portion of the church collections now practically come into the poor rate?—There is a return made every year to the Board of Supervision, to show what the amount of the church collections is, and how it has been applied.

223. In fact, those collections are managed by the minister and kirk-session, and are not handed over to the parochial board?—No, they are not; there is a special provision with respect to the church collection, that is in the new Act.

224. The Act, I believe, intended to provide that the mortifications and a portion of the church-door collections should be handed over to the parochial board?—I do not think that that was with reference to the church collections, but it was as to the mortifications.

225. *Lord Advocate.*] All endowments for the benefit of the poor are now handed over to parochial boards?—Yes.

226. *Chairman.*] Is that so, because I have understood that, in consequence of certain decisions of the Court of Session, that portion of the Act has become inoperative, and that, in fact, the mortifications are still managed by the kirk-session?—I am not aware of it. It may be that the money has been especially invested in the names of trustees or others, so that these parties were not the persons who at that time represented the parochial board.

227. *Lord Advocate.*] If I recollect, the case was one where the Court held that the persons were not poor persons receiving relief?—Yes; it is the 54th Section of the Act of 1845, where it is enacted "that in all parishes in which it has been agreed that an assessment shall be levied for the relief of the poor, all monies arising from the ordinary church collections shall, from and after the date on which such assessment shall have been imposed, belong to and be at the disposal of the kirk-session of each parish;" but there is a power provided for the heritors to examine the accounts of the session, and the clerk is required to report annually to the Board of Supervision the amount of the church collections. The 52nd Section is the one which transfers the property of the old parochial boards to the new parochial boards. The case, I think, to which you were alluding was a case in which the parties in whom these funds were vested did not represent the old parochial board.

228. *Chairman.*] Are you aware, of what I am informed is the fact, that in certain parishes the church-door collections are not dealt with according to the Act, and are not handed over to the relief of the poor?—The Act does not compel them to be handed over to the relief of the poor; the Act merely directs that they shall be at the disposal of the kirk-session. They are bound to report to the heritors how they have been applied. I may state that I know practically that they do very often employ these monies for other purposes; sometimes for warming the church, for instance.

229. Mr. *M'Lagan.*] And for educating poor children?—

Mr. *W. Smythe.*

9 April 1869.

children?—Yes; and for giving relief to able-bodied persons sometimes.

230. *Chairman.*] Do not you consider that as they have now left to themselves the sole and total control of the church-door collections which formerly used to form the fund out of which the relief of the poor was granted, the necessity for continuing a minister and kirk-session *ex officio* on the board has ceased?—It may be, or may not be. That comes to be simply a question of expediency whether, the minister being a resident in the parish, and taking an interest in the poor people in the parish generally, it is not advisable that he should have something to say at the parochial board.

231. Could not that be secured by leaving the ratepayers to elect him and other ministers if they chose?—It might, no doubt; but I do not think that there is any practical inconvenience arising from the system as it is.

232. Has it not the effect of keeping other ministers off the parochial board?—I do not think it has, as far as my experience goes. In the parish of which I know most, the Free Church minister and the United Presbyterian minister are both members of the board, and we find them very useful members.

233. Mr. *Orr Ewing.*] There is nothing to prevent the churchmen of any denomination being elected to the board?—No.

234. *Chairman.*] What number of the kirk-session are put on the board?—I think that it is limited; that there may not be above a certain number; six, I think, is the number.

235. Does not it give an enormous influence to one denomination in the administration of the funds, that the minister and five members of the kirk-session may be on the board, and in certain parishes might have always a standing majority?—I suppose it does, if anything of that kind is likely to occur (but I do not think that those things do occur much in parochial boards); the members of kirk-session who are on the board must be assessed for the poor; they must be ratepayers.

236. But not the minister; do not you consider it a proper principle, that the parties who manage the rate should be all ratepayers themselves?—As I said before, I think it is a question of expediency, and I think the thing works well at present.

237. Mr. *Orr Ewing.*] Practically speaking, do you not find that the minister of the parish is one of the best members of the board?—I do.

238. One of the most efficient members?—Generally speaking, certainly he is, and the person to whom a pauper naturally applies.

239. *Chairman.*] Then if he is the best member he would be naturally elected by the ratepayers?—Yes.

240. Sir *Edward Colebrooke.*] There is a clause in the Act providing that clergymen shall be liable to be assessed for the poor in relation to their stipends; is that not in force?—No; that relates to the means and substance, and it has been decided by the Court of Session, that they are not assessable for their manses and glebes. The assessment for the stipend was under an assessment for means and substance, which does not now exist, therefore that provision is virtually at an end.

241. In fact, they are not assessed now?—They are not assessed on the principle of lands and heritages for their manses and glebes.

242. *Chairman.*] I believe there are some parishes yet which do assess upon means and substance?—I do not know how they manage to evade that enactment after Mr. Baxter's Act.

243. *Lord Advocate.*] Greenock was excepted?—Yes; I could explain that. The assessment in Greenock is peculiar. It is not according to any of the three modes of assessment which I have mentioned; there is a subsequent clause which states that where there has been an established usage in any parish, that should be continued, and the parties should not be bound to assess by any of the three modes defined in the Act. Greenock was one of those which assessed upon means and substance, and it was upon established usage; and I think those were excepted in Mr. Baxter's Act.

244. *Chairman.*] With regard to the law of settlement, what is now the state of the law of settlement in Scotland?—There are several kinds of settlement. There is birth settlement, which arises from the party having been born in the parish. There is marriage settlement, which arises from a woman taking the settlement of her husband. There is settlement by parentage, that is that a child has the settlement of its father. And there is settlement by residence.

245. What is the settlement by residence; what extent of residence is it?—Five years continuously in a parish without having applied for or received parochial relief.

246. They generally call it industrial residence, do they not?—It is a mistake to call it industrial residence, because it may be residence without industry. I mean that a party residing in a parish, even though supported by the charity of another person, would acquire a settlement by residence.

247. So long as he is not upon the general fund?—Yes. Supposing that an old servant, who receives a pension from his master, resides in a parish, but that he does nothing, and is unable to acquire anything for himself, if he resides in the parish he acquires a settlement in that parish, although that parish has not profited in any way by his industry. So far the settlement of residence is different from what it was previous to the passing of the Act of 1845, where it was an industrial settlement.

248. Will you tell us the difference between the settlement before the passing of the Act and now?—The settlement before the Act was merely three years' residence, but three years in which the party had maintained himself by his industry.

249. What was the reason that the change was made in regard to that condition of supporting himself by his industry?—I cannot state. It gave rise to a great many legal questions, whether a settlement was industrial or not, and these were very difficult for the courts to decide; and, I suppose, it was thought well to simplify matters by making it residence without making the qualification of industry necessary.

250. Must the residence be continuous?—The residence must be continuous. If it is broken by a year the residence does not count.

251. But a break of less than a year does not interrupt the five years' fluxion of time?—No, I think not; but the new clause was prepared very hurriedly when the Bill was going through the House

House of Commons, and perhaps it was not so precise as it might otherwise have been; it is the 76th section, "No person shall be held to have acquired a settlement in any parish or combination by residence therein, unless such person shall have resided for five years continuously in such parish or combination, and shall have maintained himself without having recourse to common begging, either by himself or his family, and without having received or applied for parochial relief; and no person who shall have acquired a settlement by residence in any parish or combination shall be held to have retained such settlement if during any subsequent period of five years he shall not have resided in such parish or combination continuously for at least one year."

252. Then the interruption would only arise after he had already resided continuously for five years?—Yes.

253. The residence settlement would be lost if, after having resided for five years, he did not reside continuously for 12 months?—Yes.

254. But not if he resided for any period short of the 12 months?—No.

255. The residence itself to constitute a settlement must be continuous?—Yes.

256. Sir *Robert Austruther.*] And in the event of his receiving casual relief, will not that bar a settlement?—Yes.

257. *Chairman.*] The receipt of any relief, or the application for relief, would break the continuity of the five years, and he would have to begin again *de novo* to get the five years?—Yes.

258. What has been the practical effect of this law of settlement upon the distribution of the poor through the country?—I think it has not made any very great difference in the state of things.

259. I have seen it stated that it has led to the pulling down of cottages and the driving of labourers out of parishes for the purpose of breaking their continuity of residence; do you agree with that?—I am aware that that has been stated, and the same thing was very much said with respect to the three years' settlement before the Poor Law Inquiry Commissioners, and there were investigations made into the subject, but the complaints were found to be very much exaggerated. My own experience is, that instead of houses for labourers being diminished in rural parishes, they have very much increased. You will find that in almost all the agricultural counties now there is a demand for ploughmen's cottages, and on every estate a great number of new cottages have been built.

260. Then you do not consider the statement correct, that the law of settlement has the tendency of driving the labouring poor from the country into the town?—I do not think so. If you wish to look into the subject, I could commend to your perusal that portion of the Poor Law Inquiry Commission on that subject, which showed how very much the statements were exaggerated; it is at page 39 of the Poor Law Inquiry Report.

261. Sir *Edward Colebrooke.*] That had reference chiefly to the length of residence in particular towns, of the parties who made applications for relief?—Yes; we got returns at that time of all the persons stated to have acquired a settlement by virtue of a three years' residence, and who had come within a short time upon the parochial boards for relief, and as far as the Commission could, they inquired into almost every case in the different places; in Edinburgh, Aberdeen, Dundee, and elsewhere.

262. And you were satisfied that a very large proportion had been really resident for a long time?—Yes.

263. And did not come in merely when worn out in the country to get relief in the towns?—No; the conclusion to which the Commissioners came is upon the 42nd page. "We must not, however, be understood to deny that cases of this nature impose, to a certain extent, a burden on town parishes. Their number, however, is much less than is generally supposed; and it may, on the other hand, be alleged by some that if large towns have disadvantages on this point, they have a sufficient compensation in the advantages which they derive from the increase of population attracted towards them. But the really important question is, whether the inconvenience, such as it is admitted to be, is of so serious a nature as to call for a remedy by an alteration of the present law; and again, whether if a change of the law be desirable, it is to be brought about by an abolition of the law of settlement by residence altogether, or by a prolongation of the period at present requisite for acquiring a settlement." The recommendation of the Poor Law Inquiry Commissioners was, that the period for acquiring a settlement by residence should be seven years; but it was altered in the Bill that passed.

264. *Chairman.*] It was altered in the passage of the Bill through the House, I believe?—Yes.

265. Was not that in consequence of the relative condition of the Irish Law of Settlement?—I believe that there is no doubt that the Irish Members were very much against it, and it was partly that, that caused the time to be limited.

266. They have, in fact, no residential settlement, I believe, in Ireland?—Not under the original laws; but I believe that now there is something of a residential settlement.

267. They have no settlement at all?—They have not a settlement; but I think that a party must have been six months in an electoral district; I am hardly able, however, to speak to that.

268. I believe it is rather irremovability after their residence, than settlement by residence?—In England it is irremovability; in England it does not confer a right; the only privilege it confers is, that the pauper should not be removed from a parish where he has resided for five years; but if he goes of his own accord and leaves a parish, he then loses that irremovability.

269. But he acquires no right of chargeability on the parish?—Yes; because the law of England is the same as in Scotland, that any person who applies for relief is expected to be relieved in the place where he applies; and if he has been resident for five years, he is irremovable, although otherwise he would be removable. You are probably aware that in England they do not recognise the right of relieving paupers in one parish, and charging them against the parish to which the pauper belongs; they must remove the pauper to his own parish, or else the charge falls upon the parish giving relief.

270. The conditions brought about by the relative laws of Ireland and Scotland, I believe, have practically been to the detriment of Scotland, that is to say, the consequence of there being no

Mr. *W. Smythe.*

9 April 1869.

real law of settlement in Ireland, brings upon us a very large proportion of Irish poor?—No doubt Irish poor who have been residing for five years acquire the right of settlement, and become entitled to a parochial relief, but whether that is to the disadvantage or not of Scotland I am not prepared to say; we get a great deal of benefit from our Irish labourers in my part of the country.

271. Have you considered the question as to whether it is advisable to continue this law of settlement or any law of settlement?—I am very much against interfering with anything unless it is proved to be prejudicial; and I do not think that the present law of settlement is in any way proved to be prejudicial.

272. Has it not led to a large amount of litigation and expenditure?—It has led to litigation, but the litigation is diminishing every year, because the questions are becoming settled and fixed.

273. Still the litigation amounts to several thousand pounds a year?—The litigation is not very great, when you consider the large sum that is disposed of; the litigation last year, I think, was diminished according to the returns.

274. Last year it went down to 5,986 *l.*?—Yes; but I mean it was less than in the former year; that was the only item of decrease.

275. But the item of expenditure on law expenses is a very fluctuating one; it rises and falls without any apparent reason, and it may rise again for what we know, I suppose?—Yes; but I do not know that the litigation would be much decreased by the law of settlement being done away with, because questions might arise as to the birth settlement, especially owing to our defective state of registration previous to the Registration Act.

276. I mean the total abolition of the law of settlement?—There would be a considerable difficulty in that, because you must fix something; will you leave it to the pauper to apply to any parish he may please; is he to select the parish in which he is to get relief, or must you fix it as the place where he has slept for some nights?—You must have some fixed rule, as far as I can see.

277. You think it necessary to have some guide?—I think it necessary to have some defined point, not to leave it entirely to the arbitrary will of the pauper which parish he may select to give him relief. He sleeps in parish A one night, and in B the next, and then goes on to C, and there he may apply for relief. That is hard upon parish C.

278. But if you made it a necessary condition that wherever he applied for relief he should remain; where would be the evil of that? Would not that bring an average of chargeability all over the country?—I do not know that it would.

279. That if he once applied to a parish he should not go beyond that?—That he should not do now; and if he applies to a parish now, the inspector of the parish is bound to relieve him and find out his place of settlement.

280. Suppose you maintained the first condition, and did away with the second, because the second causes the great expense?—But still you will have the ordinary cases, of which there are numbers, of vagrants and mendicants. The man may not apply to parish A or B, though he is equally destitute in either of these, but he chooses to come to parish C. I do not see why it is to be left entirely to his arbitrament.

281. But where would the evil be, because if the average allowances are the same in every parish, he would not be better off in one parish than another, and he would not have any inducement to apply to one parish more than another?—Perhaps not; but I think that you would raise an idea of injustice in the parishes which does not exist now.

282. Has not the birth settlement fallen with grievous hardship on the poorer parishes in the Highlands?—I am not aware that it has; I could not say that it had or that it had not.

283. Have you seen the report which has been issued by the Wick parochial board, in which that is alleged as one of the grievances of the state of the law?—No; I have not seen that.

284. This is what they say: "It is not for the committee to say to what extent the law of settlement, as applied to Scotland, is susceptible of alteration; but they have no difficulty in giving it as their decided opinion, founded on the experience of the board of Wick, and of Caithness generally, that the present law operates most unfairly and unsatisfactorily." Then it goes on to illustrate this: "No. 1," for instance, "is a pauper who recently became chargeable on Wick. He resides at Kirkmaden, but was born in Wick, which he left for Shetland 40 years ago. Even his name was forgotten here; but Wick not being able to prove that he was five years in another parish, he becomes chargeable upon it"?—No doubt that is one of the evils that attach to birth settlement. But I should think that that was applicable all over the country, and not merely to Wick, or any other parish in particular.

285. I do not know if you recollect the report by the late chairman of the Board of Supervision, Sir John M'Neill, with reference to the county of Caithness?—I do not recollect the particulars.

286. It is your opinion, then, that the present state of things with regard to settlement is satisfactory?—It is my opinion that the present state of things operates satisfactorily, as far as I know. There may be changes necessary, but I am not aware of any, and I think there is always a danger in changing an established rule unless you are quite safe in knowing that you are establishing something better.

287. Do you think that the question of settlement depends greatly upon the present state of things, where the administration of the poor law is parochial instead of being managed over a larger area than the parish?—If you were to make the area of assessment larger, I suppose you would also make the area of settlement larger.

288. Would not that, in proportion to the extension of the area of chargeability, diminish the necessity for any law of settlement at all?—No doubt; the larger the area the less liability there would be to have questions arising between parishes which are comprised within that area.

289. And then, I presume, we might get rid of the law of settlement altogether if we made the contribution to the poor in part, at any rate, if not in the whole, conterminous with the country?—No doubt.

290. Would you see any objection to adopting such a principle?—There are objections that have existed

existed long, and have been stated frequently, to what is called a national rate of assessment; and I suppose that those objections subsist still.

291. What are those objections in your view?—That the larger the area the less is the economy in management.

292. Do you think that that is a necessary concomitant of the extension of the area?—I should think so.

293. Are you aware at all of the results of the trial that has been made in England of that question of the extension of the union area?—The question in England is a little different; it does not come to be a national rating at all; it is still a question of union rating, and I think they are very different. The number of parishes which compose a union in England very often does not of itself make a very large area; whereas in Scotland our parishes are considerably larger, generally speaking; a single parish is almost the whole extent of a union. But the question is simply whether you can create such a desire to economise the funds in a large area as you can in a small one.

294. But by taking the larger area you would cut down the expenditure, would you not? We have, I think, 880 parishes in Scotland, and we have a parochial board in each parish. Now that constitutes an enormous amount of expenditure throughout the country. Would not that be greatly economized if you reduce the number of these local boards?—I do not know. You have officers in each parish; but supposing you were to make the area larger you would have to have a larger number of officers; one officer could not transact the whole business of the union, or whatever it was.

295. But you would not require 880 inspectors, for instance, if you extended your area?—At this moment inspectors often act for two or three parishes; the same individual, I mean.

296. Is that common?—It is not very common, but it does exist.

297. In about what proportion?—I should not say in a great number of parishes; perhaps five or six altogether. There is no reason why it should not be commoner, but there is a sort of jealousy; the parishes like to have their own inspectors.

298. But we have generally found that those little jealousies do lead to a great deal of expense?—No doubt.

299. Would not the management be better if it were brought under fewer heads?—If you had fewer heads, which I do not know that you would; but there are many parishes in Scotland where you are obliged to have more than one relieving officer.

300. But you have many small parishes which have their own officers, and do not work along with other parishes?—That is so.

301. There would be a large saving there, would there not?—I doubt whether there would be a very large saving, because of course if it is a small parish the inspector receives a very small salary; the salary of the inspector is generally regulated by the trouble he has to take.

302. But it would tend, at any rate, to uniformity of rates in the various parishes, if you extended the area of chargeability?—I think that the extension of the area of chargeability in England arose very much from the system of what were called "close parishes," and we have not anything of the kind in Scotland; I mean parishes where the poor were excluded from getting a settlement—small parishes, perhaps containing 150 or 200 people. These were all in a union, and it was thought desirable to make these close parishes liable for the support of the poor within the district; they were invidious exceptions. Now I do not think we have any invidious exceptions in Scotland, as far as I know.

303. Have you not seen a statement in reference to some 18 or 19 parishes in Kincardineshire, where the rates fluctuate from a little over one per cent. on the valuation to eight per cent.; and do not you think it desirable to do something to remove that inequality of taxation?—If it arose from any injustice I would remove it, but if it is a mere casual thing, I do not see why you should remove it.

304. You do not think it a grievance that because a person's property happens to be in one particular parish, he should be taxed eight times what he would be in another parish?—No; in our parish the assessment is 1 *s.* in the pound; in the neighbouring one of Tibbermuir, it is only 3 *d.*; I do not think that a grievance.

305. Do not you think that if we had an extended area of chargeability we might reduce the absolute and the relative rates?—I do not know that it would be fair; it would be oppressive to the parish where the rate at present is 3 *d.*, to take in a number of parishes where the rate is 1 *s.*, and reduce the whole to 9 *d.*

306. But supposing that by extending the area and making it conterminous with the country, you could make all 3 *d.*, that would be an advantage?—If you could make such a reduction; but I am afraid there would be other circumstances to prevent that.

307. I suppose you base your objection on the ground that the management of a public fund is not conducted so economically as the management of a local fund?—Yes; and there are many things done in parishes now which would not be done under that system. For instance many of the paupers have houses rent free from the proprietors, and they get little benefits besides; there are pensioners, and there are various other things which would be likely to be dropped if you had a large common fund from which every one would try to get as much as possible.

308. Supposing that you put a portion of the expenditure for the poor on the Consolidated Fund, should you see any objection to that?—I do not think that the effect of that would be as bad as if there were a national rate; because you would have the same inducements to economy; supposing half were paid by the parish, just as in the police a portion is; one-fourth, as you are aware, of the police force is paid from the Consolidated Fund. I think there is still the same inducement to exercise economy by the parish having to pay the three-fourths or one-half, whatever it may be.

309. Then you would see no objection to that mode of dealing with the national rate?—I do not at present see any objection to it.

310. With reference to the difference in two conterminous parishes, the assessment amounting, as you mentioned, in one parish, to 1 *s.*, and in a neighbouring parish to 3 *d.*, what are the causes of that?—We have two considerable villages in our parish, and the number of paupers is perhaps

Mr. *W. Smythe.*

9 April 1869.

greater in proportion to the population, than it might be in the adjoining parish.

311. But do you not think that the moment you pass a law establishing the absolute right of the poor to relief you have made it a national question, and taken it out of the category of local questions, considering all these inequalities which have arisen from the new system and the new principle?—Well, it is very difficult to give an opinion on those subjects, and I do not think that my opinion would be worth much if I did give it.

312. We have now contributions from the Consolidated Fund in the shape of medical relief?—Yes.

313. The management of that has been economical, has it not?—It was rather given as an inducement to the parochial boards to increase their medical relief. It was thought scanty, and the principle that the Board of Supervision adopted in regard to medical relief was that no parish should share in the grant unless they expended a particular sum.

314. I gather that you would see no objection to a system that placed, say half the expenditure, upon the Consolidated Fund, leaving still a portion to be raised in the locality?—I see no objection to that, that is to say, the objection that I have to a national rate does not stand good in regard to a portion being paid from the Consolidated Fund, because I think there would be the same inducement to economy in the management if the expenditure from the parish was only one-half of what it is now, and the other half was paid by the Consolidated Fund.

315. If such a principle were adopted we might then dispense altogether with any law of settlement, might we not?—I do not see how that follows, because the parish is still liable for its half. Supposing that you make the proportion half, the parish is still liable for its half; you would not equalise the expense in each parish.

316. If you dealt with the matter on imperial grounds you would calculate the amount of expenditure necessary for the relief of the poor, and then you would raise that, say half, on the locality, and half would be contributed from the Consolidated Fund?—Yes, but each parish would still have an interest in keeping its half as small as possible.

317. But then it would not become material to each locality to send its poor off into another locality, the whole of them being practically maintained by a general taxation?—But they are not then maintained by a general taxation, each parish still has to contribute its half, and as I stated before, the more it can reduce that half, the less it will have to pay.

318. Then your opinion, I gather, is, that to extend the area of chargeability would not tend to reduce the expenditure under present circumstances?—In the present circumstances of Scotland I do not think it would. I think that the making the chargeability over the unions in England was a desirable measure.

319. Mr. *Orr Ewing.*] Might it not in great cities, such as Glasgow and Edinburgh. In Glasgow we have got three parochial boards; would it not be better if we had only one?—I think it would; and that was the recommendation of the Poor Law Inquiry Commission, as to the three Glasgow parishes; and it was urged by the Board of Supervision that the different Edinburgh parishes should be combined and form one.

320. Then you think it would be an improvement to combine the parochial boards in large towns?—I think it would. I think that perhaps the whole thing might be put upon a better system, if there was a unity in it.

321. *Chairman.*] Then if in the case of the large parishes you would approve of extending the area in that way, why would it not be equally beneficial in the case of the smaller parishes?—Because the interest of each individual ratepayer is much greater in a comparatively small parish than it is in such a parish as the barony parish of Glasgow. A ratepayer in Glasgow has no interest, at least it is so infinitesimally small that it is equal to none, in keeping a pauper off the roll.

322. But then what means would you suggest to control this very rapidly-increasing expenditure which the present machinery seems utterly unable to do?—I doubt very much whether the plan that is proposed would tend to decrease the expenditure; but my notion is that the increasing expenditure arises very much from the progress of society and the nature of things generally.

323. Your own principle of the control exercised by the ratepayers appears to be valueless; it has no power; the expenditure is not controlled?—I think that probably it would be greater if it were not for the control that is exercised. I think that there is a great feeling in the rural parishes generally to keep down the expenditure as much as possible.

324. But practically it is not kept down?—Practically it increases, no doubt, but it does not increase to any very great amount in ordinary parishes, I should think.

325. Mr. *Orr Ewing.*] But it might increase more if you were extending the area, and combining two or three parishes together?—I think one can only judge from parishes that one has experience in; I think the sum that has been levied in my parish for the last 10 or 12 or 14 years has been very nearly the same; it has been from 580 *l.* to 600 *l.*, or thereabouts; it has fluctuated very little.

326. *Chairman.*] But take the case mentioned some time ago of those unfortunate parishes in Shetland; there seems to be no limit to the increase; the rates have reached something like one-third of the value of the parish, so that they are nearly eaten up by their rates?—No doubt in parishes where the population is so much larger than the parish can support, that incident must arise, and the only way to cure that is by emigration, or to get rid of these people.

327. Mr. *Miller.*] Who is the best officer to get information from as to Shetland?—I think Mr. Walker would be able to state that.

328. *Chairman.*] I was going to ask what suggestion you would make to meet the case?—Of course a national rate, taking such parishes as Unst and Tingwall, would be a great advantage for those parishes, because the number of paupers in them is excessive; but I should think that it was accidental; you are probably aware that in some of the baronies in Ireland (I think upon Lord Bath's property) the population was about 40,000 to 40,000 acres, one individual for each acre, and the only remedy for that was getting rid of them.

329. Then no suggestion occurs to you for controlling this expenditure, and keeping it down from increasing in this rapid away?—No, I cannot suggest anything either in the shape of extending the area of chargeability or in the shape of a national rate; a national rate, I think, is objectionable in so many ways that it would not do; you might extend the area of chargeability, but I do not think that it would tend to decrease the expenditure.

330. But it would have the effect of rendering the rates more uniform?—Of course it would have the effect of rendering the rates more uniform, because referring to what you stated just now, with respect to those parishes in Kincarddineshire, of course, they would all have a uniform rate.

331. On this question of taxation, what is your view with regard to the question of returning to means and substance as part of our basis of taxation?—I am entirely opposed to means and substance; I think it was found so utterly impracticable that it was a very good thing it was abolished.

332. What were the impracticabilities found in it?—That it was very difficult to fix the locality of it, and it was extremely irksome; you had not the machinery of the income tax to go by, and even if you had all the returns of the income tax, it would not give you a great deal of assistance, because many persons pay income tax in different places; I suppose that the amount of income tax paid in London for persons living in Scotland is very large, I mean on money in the funds, and the like; now, you could never get at that in a parish.

333. *Lord Advocate.*] Suppose that the poor rate were taken along with the income tax?—But I say that the collectors of poor rates do not know who are the parties there that pay income tax; if I have 20,000 *l.* in the funds, the income tax is deducted, and nobody in the parish knows it.

334. Mr. *Orr Ewing.*] Would it not be very disagreeable or invidious to a merchant or a manufacturer in a parish to have a local board sitting as a judge of his income?—Quite so; I think it would be a most invidious and disagreeable thing.

335. *Chairman.*] Is not the objection to means and substance rather founded on what Mr. Orr Ewing has just pointed out, namely, having placed the taxation in the peculiar body which you have placed it in, namely, the local board?—No doubt, if it were paid from the Consolidated Fund, every person would have to contribute, because all the taxpayers would have to pay their portion of that money which comes out of the Consolidated Fund.

336. I believe that one of the great evils under that means and substance was, that small shopkeepers canvassed to get on to the board, in order so to arrange the taxation as to save themselves and their friends, and that in that way there was no fair adjustment or incidence of taxation?—I am not very well aware as to how the thing worked; but I know that the means and substance plan was not much adopted.

337. There were a number of parishes at the time that the Act passed which did pay their rates upon means and substance, were there not?—Yes; but it was very much done by a sort of rule of thumb; they said, "You must pay so much." It was not done very accurately, not with the accuracy of the income tax.

338. Do not you think that the evil arose from the fact that the assessment on means and substance was left optional in the Act, so that parties declined to pay, and threatened to remove their residence if assessed on means and substance, because they could go to other parishes where means and substance were not made the basis of assessment?—I believe it is quite certain that Lord Campbell threatened to give up his place in Roxburghshire because they levied an assessment on means and substance; and something of the same kind happened in the case of Sir John Gladstone.

339. Therefore, the assessment under the Act did not afford a fair trial of means and substance?—No.

340. Mr. *Loch.*] Do we rightly understand you to say that the means and substance had not a fair trial?—I think that there was not machinery to work it.

341. I ask that question because, as I understand, your first objection was founded on the principle?—I do not think it is a desirable principle. I object to it in principle too. One of the objections that Mr. Twisleton took in his dissent was to the continuing of the means and substance. He said, "The usual mode of levying the rate on what is called 'means and substance' is similar in its main features to the income tax, but is unaccompanied by those safeguards with which the levying of the income tax has been surrounded by the wisdom of Parliament. Either, therefore, safeguards should be introduced for the purpose of insuring secrecy and fairness, or the attempt to assess supposed means and substance should be abandoned, and the mode of levying poor rates in Scotland should be assimilated with that which is in operation in all other parts of the United Kingdom." Many people have a residence in two or three places; a man like the Duke of Buccleuch has residences in three or four parishes in Scotland, and you cannot fix it according to his residence.

Tuesday, 13th April 1869.

MEMBERS PRESENT:

Mr. Anderson.	Mr. Hamilton.
Sir Robert Anstruther.	Mr. Loch.
Mr. Armitstead.	Lord Advocate.
Sir Edward Colebrooke.	Mr. McLagan.
Mr. Craufurd.	Mr. Miller.
Mr. Ellice.	Mr. Parker.
Mr. Crum-Ewing.	Mr. Arthur Peel.
Mr. Orr Ewing.	Solicitor General for Scotland.
Mr. Fordyce.	Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. William Smythe, again called in; and further Examined.

Mr. *W. Smythe.*

13 April 1869.

342. *Chairman.*] Has your attention at all been called to the state of the law regarding mandates; were any complaints made on that subject before you left the Board in 1852?—I do not recollect any cases in which any complaint was made as to mandates.

343. Or have you been aware of any complaints on that subject since you have joined the Board again?—No; I have not heard the subject alluded to.

344. With regard to the question of pauper lunatics, perhaps you are not in a position to give some evidence to the Committee; I believe the Lunacy Act passed after you left the Board?—After I left the Board.

345. Probably we should get that evidence better from some other witness?—I should think so; I can only state generally that the condition of pauper lunatics has been immensely improved since the passing of that Act, and chiefly by the additional accommodation that has been provided by means of asylums; each county, or counties combined in a district, have been compelled under the Act to build large asylums. That has been very costly; but as far as regards the benefit to the lunatics, I believe that it has been most advantageous. In fact, as I stated on Friday, there was a dispensing power as to asylums given to the Board of Supervision, because there really was not accommodation in asylums for the number of lunatics; and of course they are much better treated in every way in an asylum than they can possibly be anywhere else.

346. Mr. *Miller.*] What officer will be the best to get that information from?—Perhaps you might call some of the members of the Lunacy Board, Dr. Brown or Dr. Cox.

347. *Lord Advocate.*] The two inspectors or sub-commissioners probably would be able to give us information?—Yes; I may just mention that, even as it is, the asylums could not take in all the fatuous and idiots, and that although they are under the Lunacy Board, and subject to their supervision, a great many of them are boarded out; but it is under a sort of dispensing power that the Lunacy Board possesses. I believe in almost every parish there are, according to the population, two or three of these who are perfectly harmless, but it is found, of course, much cheaper to board them at 5 *s.* or 6 *s.* a week than to accommodate them in an asylum at 9 *s.* or 10 *s.*

348. *Chairman.*] With regard to the question of medical relief, what were the provisions existing at the time of the passing of the Act, and how did the Act affect them?—There were no provisions at all; it was entirely dependent upon the medical gentlemen in the neighbourhood themselves whether they attended a pauper or not.

349. When was any modification made in that state of things?—The Act of 1845 directed that medical relief and diet and clothing, and everything that was requisite for sick paupers, should be provided as part of the relief under the Act.

350. Was that very generally imposed?—I think it was very generally gone into.

351. Upon what rules and regulations was medical relief secured for the poor after the passing of the Act?—The Board of Supervision had no power to lay down any general rules with respect to the way in which medical relief was to be dispensed; but when there was a contribution from Government in regard to medical relief, the Board then laid down certain rules which are now acted upon.

352. Then all that the Board required was that the parochial board should provide some medical relief?—Yes. In the first annual report of the Board of Supervision, at page 16, there is a statement with regard to medical relief as it was then found to be, during the short time that the Board had existed. The Board says, "We are far from being of opinion that the medical relief afforded to the poor in Scotland generally, more especially the rural and remote parishes, is on a satisfactory footing. In some of the large urban

urban parishes, and in a few of the rural parishes, the arrangements appear to be liberal, and medical relief adequately provided for; but in a great majority of parishes, much yet remains to be done." I believe that now in the course of years the medical relief generally is pretty sufficient.

353. You did not interfere in making rules and regulations; you merely insisted that the Board should make some provision with regard to medical relief?—That was all.

354. *Solicitor General.*] By "some" I suppose you mean such medical relief as was necessary and proper?—Such medical relief as was necessary and proper, clearly.

355. *Chairman.*] What means did you take, or were any means taken, to secure that it should be an efficient and proper quantity?—The Board had no power to insist upon any means being taken except upon the general principle of the relief being inadequate. Supposing a complaint to be made to the Board of Supervision that the amount of relief was inadequate, and that the Board found that medical relief was necessary in the case, they would then send it back to the parochial board, with an admonition that proper medical relief should be provided.

356. Mr. *Fordyce.*] But had they any power to enforce that remonstrance?—Nothing more than that if the parochial board did not provide it, they could then proceed in the same way as if the money allowance was not sufficient.

357. Mr. *Miller.*] You have given the state of things in the first report; has that very much improved?—It has very much improved every year.

358. *Chairman.*] It was only in the case where individuals complained to the Board of Supervision that you had any means of making rules or making observations to the parochial board to induce them to give medical relief?—That was all.

359. You did not make any requirements that they should retain permanently the services of a medical man, but left them to make arrangements as they thought fit?—Yes; the Board had no power to order anything in the shape of retaining a medical officer.

360. Were any rules made as to the payments which the medical officers were to receive, or was that left entirely to the discretion of the local board?—It was left entirely to the discretion of the local board.

361. I have here a statement made to me, complaining of two grievances with regard to the medical officers; one of these "consists in the Board of Supervision compelling all medical officers who participate in the medical relief fund to give medicines and medical attendance gratuitously to paupers belonging to other parishes, who may be resident for the time being in theirs"; was any such rule made in your time?—The rules for medical relief were made before I left the Board; but it was a very short time before, and I am really hardly able to speak with reference to the practice which has prevailed under them.

362. With regard to the length of time of the appointment, I believe, as a matter of fact, that medical officers are appointed from year to year?—I believe they are.

363. Is that by a rule of the Board of Supervision, or by the discretion of the local board?—I believe by the discretion of the local board. That was a subject on which the Board did not think it necessary to legislate. The rules as to medical relief are contained in one of the reports, I cannot say which; but one immediately after the Government grant was given.

364. I think we have it in your evidence that as a matter of fact the effect of the poor law has been to bring many claims upon this legal relief generally that did not come under the old system?—No doubt it has; great numbers of persons who did not apply to the parochial board before have applied to it now, and being from their circumstances legally objects of parochial relief, the parochial boards have no power to refuse it.

365. Then you consider that, to a certain extent, the law has increased improvidence?—I do not know that it is improvidence; but I think that there are many parties now upon the roll whose relatives would have supported them, and not allowed them to come upon the parish under the old system.

366. Have you ever considered the question whether any modification of the law could be adopted that might make people more provident?—Well; I doubt whether you could ever make people provident by law.

367. I mean whether there is any test of self-support that might be introduced?—The only test that you have for that is the poor-house; if the parochial board consider that the party is in such circumstances that he could find means of support for himself, they will not give him out-door relief, but insist upon his going into the poor-house.

368. But do not you think that before you come to the test of the poor-house, which is an *ex post facto* test, you might have some modification of the law which would give an inducement to people to be more diligent and industrious in supporting themselves?—I should be very happy to see any such inducement, but I could not myself conceive anything of that kind.

369. Suggestions have been made that something on the principle of a general system of assurance should be established; a sort of insurance fund or superannuation fund, by making all who are in receipt of wages, or who have work, put aside a certain amount of money to provide for themselves in their old age; have you ever considered such a suggestion?—It would be a most excellent plan; but I think it would be hardly consistent with the liberty of the subject to make it compulsory.

370. You do not think it might be so arranged as to offer inducements to persons to do that, by refusing relief to them unless they had taken sufficient precautions in their better days against old age?—But even in cases of improvidence you never could allow a man to starve; that is the great impediment to anything of that kind; there are people, as we know, who the moment they get their allowance from the parish, go and spend it in drink, or in some other way, by which they get into distress The only means of dealing with such people is placing them in the poor-house, or giving them relief in kind.

371. But, as a matter of fact, the poor-houses I believe have not been found to check that evil?—I think they have; in the preamble to the section of the Act which provides for poor-houses, it is expressly stated that it is for improvident people who cannot take care of themselves, and who spend their allowance improperly.

372. Is it not the fact that in many populous

Mr. *W. Smythe.*

13 April 1869.

parishes it is notorious that these parties get assistance from the poor rates and go and spend it in drink, and then come back and get relief again?—I know there are many cases of that kind, but that is the only legitimate way, in my opinion, of checking it.

373. Are not the poor-houses on a different principle in Scotland from what they are in England; they are not workhouses in Scotland; there is no work test?—The poor-houses in Scotland differ from those in England simply in reference to this point, that in Scotland there is no relief given to the able-bodied; the statute of Elizabeth, which, as you are aware, is the foundation of the English poor law, provides that people should be set to work; and although our statute of James, which is of the year 1579, is couched in nearly similar terms, those words seem to have been very carefully omitted; and therefore there is no provision in Scotland for setting poor people to work.

374. But some of the people who are relieved, although not able-bodied, are still able to do some work, I presume?—They are, and are compelled to do so if they go into the poor-house.

375. For instance, women with children are really able-bodied often?—Yes; their disability arises simply from their having the child.

376. Have you any suggestion to make in regard to that question of illegitimacy as connected with the poor relief?—If it were possible, I think that an enactment would be very desirable, similar to what was passed in England, that no relief should be given to mothers of illegitimate children, except within the poor-house; at the same time, that comes to be thought rather costly in many cases; there are, as you suggested last Friday, women who have two or three, or sometimes four illegitimate children, and if they were to go into the poor-house with their children, of course it would come to be a heavier expense to the parish than if they were to receive small outdoor relief, say 2 *s.* or 3 *s.* a week, a shilling for each child.

377. Do you think that it would be an efficient check to illegitimacy to put on the test of the poor-house absolutely and compulsorily by Act of Parliament?—No, I do not think it would, because I believe that many women have illegitimate children from a sort of expectation that the fathers will marry them. I believe that is very common in Scotland.

378. Have you no other suggestion to make to meet that evil?—The only suggestion that I could make as to that would be that perhaps the punishment upon the fathers who do not support the children might be more severe than it is. At present under the Act the fathers are punishable; that isto say, there is a clause which makes them punishable, if they neglect to support the child and if they are able to do so. I would be inclined to omit that altogether, and make them punishable whether they are able or not.

379. But is there not a great difficulty of overtaking the father; is it not practically found that they get out of the way before the condition precedent has arisen which would give the Board jurisdiction to deal with them?—They very often get out of the way, but not so far out of the way as not to be apprehended by a criminal warrant.

380. *Lord Advocate.*] Would you explain precisely how the law stood before the date of the passing of the Act of 1845, for I do not think the Committee have yet had a clear and distinct statement of that?—I apprehend that under the old law every poor person who came under the definition in the Act of 1579 was entitled to relief.

381. I wanted just an explanation of what the Act of 1579 did, which was in fact the commencement of the poor law; will you explain to the Committee what that Act was?—That is stated very clearly in the Report of the General Assembly, which is printed as an appendix or a supplement to the Poor Law Inquiry Commissioners' Report. It is on page 3: "The persons entitled to parochial relief are those who are either wholly or partially disabled, on account of age or infirmity, so as to be incapable of working and earning for themselves a sufficient maintenance." Then there is a quotation from the Act, "Cruiked folk, sick folk, impotent folk, and weak folk," in the terms of the Act 1503, c. 70; or "aged, pure, impotent, and decayed persons," according the Act 1579, c. 74; all persons, in fact, who do not come under the denomination of able-bodied.

382. At the date of the passing of the present Poor Law Act, how was the existing law found to operate as regards the relief of the poor; what were the evils which the Act was intended to cure?—The evils which existed were, that a great number of these people who were entitled to relief, did not in fact get relief; and the only means that they had of obtaining relief, after having applied to the heritors and kirk session, which was the body by law bound to give relief, if they were refused, was to apply to the Court of Session.

383. And that, in point of fact, had been done in some cases very shortly before the Commission was appointed?—Yes.

384. It was that which led to the appointment of the Commission?—Yes; that which partly led to the appointment of the Commission was, I believe, the unsatisfactory state of things at that time in reference to the operation and administration of the law.

385. Were you the first secretary to the Board?—I was the first secretary to the Board of Supervision, after having been secretary to the Poor Law Inquiry Commission.

386. Can you give the Committee any detailed information upon the operation of the old law, because your experience as secretary of the Commission must have enabled you to a certain extent to judge of that?—I could not give any more satisfactory information than what is detailed in the Poor Law Inquiry Report. I was the person who framed that Report, under the authority of the Commissioners, and I could not give a fuller statement than is detailed there.

387. Mr. Twisleton I think you said dissented from the report?—Yes; I stated particularly, however, that Mr. Twisleton did not dissent as to the facts that were disclosed by the report, but that his dissent was entirely as to the remedial measures that were suggested.

388. Did Mr. Twisleton think the Act too stringent or too——?—He thought the remedial measures not sufficiently stringent to remedy the defects.

389. He was not in favour of leaving the law as it stood, but of making it more stringent than the Commissioners recommended?—Yes, he thought that the remedies proposed were not sufficient to supply the want of adequate relief which

which had been brought so prominently before the Poor Law Inquiry Commissioners.

390. He was also in favour of extending the relief to the able-bodied?—He was in favour of a discretionary power to give relief to the able-bodied in case of great dullness of trade, but I do not think that he was in favour of it, as a general rule.

391. You remained secretary to the Board for five years, I think?—For seven years.

392. During that time did the claims on the funds for parochial relief increase or diminish, as far as you know?—The claims increased very much.

393. Was that so during the whole of that period?—I think that there was an annual increase.

394. What I mean is, did it not reach its maximum in 1849, and was not there a gradual decrease while you were there?—You have the table; very probably that is so.

395. To what extent did the operation of the Board tend to increase or to diminish the claims for relief, or had it any effect on that matter?—I do not think that the operation of the Board had much effect one way or the other; the change in the law might have produced an effect.

396. The Board had no jurisdiction in regard to claims for relief excepting as you explained the other day, when there was a complaint of insufficiency of relief on the part of the pauper?—Do you mean before the Act?

397. No; under the Act, had the Board any jurisdiction upon the question of relief at all, excepting when an appeal was brought up?—None.

398. In regard to these claims of insufficient relief, were they carefully examined by the Board?—Very carefully; I should say that was one of the most anxious subjects that the Board had to deal with.

399. And is so still, I presume?—And is so still. It is a very difficult point always to say in each particular case whether the relief afforded is inadequate or not.

400. A matter of discretion in the particular case upon the facts are reported to the Board?—Yes, and from the general knowledge that the Board may have of the rates of wages of labourers. If a man with a wife and four children can live upon 10 *s.* a week you can form some idea of what would be sufficient for one member of the family.

401. While the population has increased very considerably since 1846, the claims for relief have not increased; to what do you attribute that fact?—I should say that it probably arose from things having then arrived at a more fixed state, and that they were not likely to be so much affected by the operation of the Act as they had been at first.

402. In fact, in 1850, the year after the highest number of claims, the claims stood at 101,000, and that is about or rather above the average for all the succeeding years: what I really wanted to ask you was, whether it did not mainly depend upon the prosperity of the country and the state of trade?—I think certainly that the number of paupers does depend a great deal upon the prosperity of the country. There is a return which has just been made with respect to England, and the increase in the number of paupers in the present year as compared with the former one is about 45,000. I attribute that very much to the slackness of trade and other circumstances connected with the prosperity of the country.

403. Now while the number of registered poor, therefore, is not increased, but is, in fact, considerably diminished proportionately, our attention has already been called to the fact that the expense has largely increased, namely, from 550,000 *l.* to 850,000 *l.* in round numbers?—Yes; I attribute to certain causes that increase of expense; one strong circumstance is that I believe the amount of the allowances has considerably increased; in 1846 the ordinary wages of a labouring man throughout Scotland generally were from 9 *s.* to 10 *s.* a week; a labouring man now gets from 12 *s.* to 15 *s.*; there is hardly any man that you can get upon a job as a labourer that will be satisfied with less than 2 *s.* 6 *d.* a day; that of itself shows that the criterion which you have to compare the paupers' allowances with has itself been raised.

404. The result of the figures we have here is that while a registered pauper (I am excluding the casuals at present, and taking it as if the whole expense were on the registered poor) cost 5 *l.* in 1848, he costs 8 *l.* in 1868?—Yes.

405. Do you think that that is more than the difference in the rate of wages between the two periods?—The rate of wages have no doubt risen to the extent of, I should say, one-third.

406. I want you to explain the footing on which the casual poor are relieved, because there is some confusion in the statistics on that subject?—A person is called a casual pauper on a parish until he is put regularly on the roll; that is to say, admitted by the parochial board, or the committee of the parochial board on the register; till that time he remains what may be called a casual pauper; but there are also a number of casual poor, who are persons who come through the country, and apply for a night's lodging, or apply for a little assistance, and they disappear the next day.

407. Therefore, these last persons may appear in the roll of every parish in Scotland?—They may.

408. And may be counted a good many times over in the sum total?—No doubt.

409. Have you any means of judging to what extent the casual poor are of that description?—I could not say; I have no idea as to that.

410. I suppose it would be very difficult even to approximate to that?—I suppose so, because you have no means of tracing where a man may go.

411. What is your opinion of the value of the attendance of the sheriffs on the Board of Supervision?—I think that it has proved very beneficial. I may state that the sheriffs do not only attend at the weekly meetings of the Board, but that whenever any difficult or legal question arises the papers are sent round to the sheriffs at their own houses, from one to the other, and they write their opinions upon what should be done, and that is brought before the Board at its next meeting. Therefore, besides the mere attendance at the Board, they have this work connected with the Board at home, and their advice, of course, is very valuable.

412. Is that applicable to any considerable number of cases in the course of the year?—I should think so; and more particularly under the Public Health Act those cases have increased very much.

413. But before the Public Health Act, there

Mr. *W. Smythe.*

13 April 1868.

was a good deal of duty done in that way?—No doubt.

414. These were cases of difficulty which the Board could not come to a decision on?—They could not just at the moment; they required a little discussion, and a good deal of consideration.

415. Did the sheriffs attend pretty regularly while you were at the Board?—Yes, always very regularly.

416. Who were they?—The first sheriff, Mr. Whigham, was the sheriff of Perth; Mr. Jardine was the sheriff of Ross; and Mr. Hercules Robertson, the present Lord Benholme, was the sheriff of Renfrew.

417. Mr. Whigham and Lord Benholme were in very large practice?—Very; their opinions were very valuable.

418. Have the sheriffs generally been of that position at the bar for the most part while you were at the Board?—The sheriff of Perth is generally a person of considerable experience and practice, and Mr. Shank Cook, who was long sheriff of Ross, and who died lately, was a member of the Board, and he had a considerable practice; Mr. Frazer, the present sheriff of Renfrew, is also in considerable practice.

419. The other sheriffs of Perth were Lord Ardmillan, Lord Muir, and the late Lord Advocate?—Yes.

420. Who were the other sheriffs of Ross?—I think that Mr. Cook succeeded Mr. Jardine.

421. I think you had in the interval Mr. McKenzie and Lord Deas, and Mr. George Moir for some time?—Yes.

422. These were all eminent counsel?—Yes.

423. Is it your opinion that the time they so gave to the Board of Supervision was overpaid in the salary they received?—It was a very small thing; it was only 100 *l.* a year; it is now 150 *l.* since the Public Health Act came into operation. Of course it was but a small addition to gentlemen in large practice.

424. And their attendance was constant?—Their attendance was constant, and very seldom omitted, as far as I know.

425. Is it the fact that the chairman and the secretary were substantially the Board, or were the opinions of the sheriffs an important part?—I think that the opinions of the sheriffs formed a very important part. No doubt Sir John McNeill's great experience, as long as he was chairman, led to great deference being paid to his views.

426. Perhaps, as you were secretary, you will just give us an idea of the ordinary business of the Board, at the office, I mean, apart from the Board meetings?—There was a great deal of correspondence; it was chiefly in answering letters. Of course there were long papers sent in very often from parties who had any complaints to make, but it was chiefly correspondence.

427. A considerable amount of work throughout the year, from week to week?—Daily work; the number of letters was very great.

428. Did persons also come from the country to the Board?—Yes; there were frequently deputations and individuals wanting advice.

429. Inspectors coming also?—Inspectors came in, and members of parochial boards.

430. Did the work accumulate or increase when you were there?—I do not think it accumulated very much; it had always rather a tendency to accumulate. It was pretty severe at first, from the necessity of getting things into shape.

431. The Board had no jurisdiction to direct parochial boards, I think, to do anything under the Act; even in the matter of insufficient relief, they could only certify that it was insufficient?—They had no power to make orders upon parochial boards, I think, as far as I can recollect; I do not think that they had any power to control their proceedings, but still the parochial boards naturally applied to the Board of Supervision under any difficulties in which they might find themselves, in regard to the administration of the law; and my own opinion is that the Board of Supervision acting as they did, with great firmness, but at the same time with great mildness, and in a conciliatory spirit, did acquire the confidence of the parochial boards.

432. That was what I was going to ask; in the end they came to act in considerable harmony with the parochial boards?—Very much so.

433. Do you recollect anything serious to the contrary?—No; I do not think there was ever any occasion in which the Board had to exercise their extraordinary power of applying to the Court of Session to compel a parochial board to take any measure which they thought desirable.

434. Has there ever been a Parliamentary complaint of the action of the Board of Supervision in your time?—Not that I know of.

435. Was there any power of appeal to the Home Secretary from the Board's proceedings?—Persons occasionally wrote to the Home Secretary.

436. Under the Act, I mean, is there any provision made for that?—No; I think not.

437. Will you give us a little more in detail the way in which the Board dealt with a complaint of inadequate relief?—I think I stated that very fully in detail on Friday, but of course I am quite ready to go into it again.

438. I think you stated substantially, that the Board had a report from the inspector; that they had the complaints which the persons made, that they took them up with any knowledge they had of the locality, and the rate of wages, for instance, and decided as their discretion seemed to suggest?—Yes; they had, first of all, the complaint of the party, then they had the remarks of the inspector upon that complaint, and it was in the power of the party complaining to make any observations upon the inspector's report, and then it came up to the Board of Supervision, and if the Board thought that further inquiry was necessary (an inquiry, for instance, as to any amount of relief that the complainant might receive from any other sources, or as to the extent of his disablement) they would require a medical certificate.

439. Were they in the habit of sending down to inquire into these complaints before deciding?—Whenever there was any uncertainty in the case they always sent for further information.

440. The tendency of the action of the Board, however, in that respect was to increase the allowances?—Certainly, when the Board thought that the allowance was inadequate.

441. Do you think yourself that it would be safe to leave each parochial board discretion in that matter, without any appeal?—I hardly think it would. It is so in England, you are aware, with the board of guardians. The board of guardians decide upon the case, but then the board of guardians are not acting solely for one parish. The board of guardians decide the case, and

and then the parish has to give the allowance which the board of guardians order.

442. Do they act for a district, a union?—It is a union; the board of guardians is for a union of parishes, and therefore they are not deciding upon their own interests merely, which the parochial boards would be.

443. Sir *Edward Colebrooke.*] Will you qualify that with reference to the different boards in the metropolis and in large towns where each board of guardians acts for the district?—Yes; a single parish may form a union.

444. *Lord Advocate.*] Do you know anything of the comparative amount of the sum given in relief to an individual pauper as between England and Scotland?—I should say that if you compared the northern parts of England with Scotland, you would find that the rates were nearly the same, or perhaps even less in England than they are in Scotland. I remember when I was at Coldstream upon the Inquiry Commission, that I myself made a point of going across the border and visiting a good number of cases on the English side; and really, comparing the condition of the paupers and the allowances granted to them on one side of the Tweed and those on the other, there was no perceptible difference.

445. Do you know how far that still remains?—I think it does; take Lancashire or Yorkshire; I should say that you would find that the scale of allowances is very much the same there as in Scotland, supposing the cases identical.

446. It was optional in the parishes to come under the legal assessment or not, as they pleased?—As they pleased; all that they had to do was to provide a sufficient fund which they might get in any way they chose.

447. In point of fact, they did come in most of them?—Most of them, it seems by the result; as I stated the other day there are now only 97 parishes which are not assessed.

448. What was the inducement to them to come in, in your opinion?—No inducement, except that they had a difficulty in getting the fund from any other sources.

449. What I mean is this; if the paupers were properly provided for before, what was the inducement that led the ratepayers or the landowners to come in to the legal assessment?—The paupers were not provided for without funds being forthcoming from some other sources than an assessment. The church collections were not sufficient, and therefore there had to be subscriptions in the different parishes, in order to raise the fund. The working of these subscriptions was not very satisfactory, and in most parishes it was thought a fairer and a simpler system to have a legal assessment.

450. So that those who would not subscribe should be obliged to contribute as well as those who were willing to subscribe?—Yes; I should think you would find with regard to those 97 parishes which are now unassessed that they are perhaps in the hands of a single proprietor or one or two proprietors, who think it the best way to give the money out of their own pockets instead of having a formal assessment.

451. About the law of settlement, to whom do you think that that law is of any benefit, or does it do good to anybody?—I think that it is an advantage to a pauper that he should not be compelled to remove from a place where he may have perhaps lived the greater part of his days.

452. But supposing that he has to be relieved where he becomes a pauper, whatever his settlement is, has he any interest in the law of settlement?—No; I do not think he has.

453. Who has?—Well, I should not say that any person in particular had any interest; I do not see that the parishes particularly are interested in the law of settlement?

454. Of course what is decided one day for them may be decided in the case of the next pauper against them?—Yes.

455. Do you see any object in keeping up the refinements of the law of settlement, or any objection to the pauper having a claim for relief where he becomes an object of parochial relief?—Nothing but what I stated on Friday, that there are a number of paupers whose residence is of a very unfixed nature; they go about from parish to parish, staying for a year in one place and a year in another, and they have no special claim upon any particular parish; and then it is thought a hardship if any of these people should accidentally become a burden upon any one parish in particular.

456. If it is so difficult to find out where they have been settled, is it not only increasing the evil, instead of diminishing it, to have this law of settlement?—You always have the birth settlement at your back, if you cannot find a residence settlement.

457. But the hardship will equalise itself, because it will apply to the parishes equally in the long-run, will it not?—No doubt it may; I am no great advocate for the law of settlement. I do not see that it is productive of any very great advantages. If its abolition were once brought into active operation, there might be a few cases of hardship and some injustice at first, but I think that it would do well enough over the whole country if you were to abolish the law of settlement altogether.

458. Mr. *Orr Ewing.*] Might it not be injurious in some parts of Scotland, where rents are very cheap, from the circumstance of a cotton mill or factory having been at one time settled in that place, but from the improvements in machinery superseding the saving that there was at one time thought to be by water, the mill which was at one time active is now idle, and from the fact of the large population which had been there the rents would become low, and people would come crowding there because of those low rents. Supposing that those people became paupers, would it not be a hardship upon that parish?—No doubt it would be a hardship to that parish; but then I cannot conceive that you could frame any system of law under which there would not be special cases of hardship.

459. *Lord Advocate.*] Of course that hardship would become permanent if they had lived long enough in the parish to acquire a settlement?—Yes.

460. But if the law were made what I say, would it not save a great deal of troublesome litigation and expense in the question of ascertaining a man's settlement, and then ascertaining the law in reference to that settlement?—Certainly: all those cases of settlement that arise now would then be disposed of, but I do not think that there are very many. One of the duties of the Secretary of the Board of Supervision, at least one of the duties that he performed, for it was not a necessary duty, was this, there were a great many cases that came to him that were statements of cases of settlement upon

Mr. *W. Smythe.*

13 April 1869.

which he was asked to give an opinion, which the parties were willing to abide by, and that formed no inconsiderable portion of his work.

461. In reference to the area of chargeability, do you think that it would be practicable by extending it to diminish the burden on the rates?—I do not think it would; the experiment is being tried in England at present, but I doubt very much whether it is found that the fact of the area of chargeability having been made more extensive is likely to reduce the amount of expenditure.

462. Supposing that the whole poor rate were taken up with the income tax, would it not be more cheaply collected, and more equitably collected, than it is at present by making each parish responsible for its poor?—I think I stated on Friday that there were difficulties in collecting it upon the principle of the income tax, because many persons who enjoy large incomes do not pay their income tax on those incomes in the parish where they live, and it is not known from whence their income is derived.

463. That is only a section or corner of the question; but taking it generally, do not you think that that, if it were practicable, would be a more equitable mode of providing for the poor?—I think that if you could make every person pay fairly upon his income it would be a most equitable mode of proceeding.

464. Do you think that it would be practicable to frame a kind of joint scheme partly on the rates and partly on general taxation; or have you ever considered that at all?—No, not fully; it requires a great deal of consideration.

465. From your experience of the working of the system generally under the Act of 1845, do you think that it has operated successfully?—I think it has; I have no hesitation in saying that.

466. Both in its organization and administration, and in the effects which it has produced?—I think it has produced a general uniformity of system throughout Scotland; and I think that the poor, the paupers proper, are provided for in a much better way than they were under the old system.

467. *Chairman.*] I omitted to ask you a question with reference to what the Lord Advocate assumed as to the diminution of pauperism; the returns here show, in addition to the registered poor, the number of dependents; I find there is no statement of the number of dependents from the first year down to, and inclusive of, the year 1854, but beginning in the year 1855 the number of dependents is given; and what I find is this, that while the registered poor fluctuate backwards and forwards, maintaining pretty nearly a sort of level, the dependents are increasing annually; has your attention been called to that?—I have not observed that.

468. The fact is, that in 1855 the number of dependents is 40,569; it gradually increases every year, I think, or it only goes back in a trifling degree, and last year it amounted to 69,205?—That may arise in some degree from the inspectors making out their lists more accurately; it took some time to get them to make their returns in the perfect form in which the Board of Supervision wished to have them, particularly with respect to that question of dependents; sometimes when relief was given on account of a child, the child was put upon the list, whereas the parent should have been the party put upon the list, and then the number of his dependents would of course be increased if he was a man with a family.

469. Taking the two columns together, I find that in 1855 the number of registered poor and of dependents together amounted to 141,000, and in 1868 they amounted to 173,000?—Yes; I could not give any further explanation.

470. So that taking the dependents, you cannot say that the number of poor has diminished; on the contrary, it has increased?—Yes, if the dependents were properly taken into account under the former returns.

471. *Lord Advocate.*] But no action of the Poor Law could by any possibility increase the number of dependents?—No.

472. *Chairman.*] Would not such an increase be accounted for by the fact, if fact it be, that the present law has increased the improvidence of the poor with respect to marriages? There is a report of Sir John McNeill's in 1853, in which he states that that has been the result; assuming that, would not that account for an enormous increase of dependents?—If Sir John McNeill stated that, of course he would have good grounds for his statement; but I cannot exactly see how it arises, because a marriage implies, at least in ordinary circumstances, that the parties are able-bodied; and because they have children they do not come upon the poor's roll, nor because they are in want of work do they come upon the poor's roll. Therefore an improvident marriage would not give a man a title to claim any relief from the parochial board.

473. If there were fewer marriages under the old law there would be fewer children to come on as dependents. Whenever the parents married improvidently, coming upon the roll they would be single individuals; but now if they are the result of marriages, the greater number of people coming upon the roll, when they do come upon the roll in their old age, would have a larger number of dependents?—But in that case I presume that the parties are paupers at the time when they marry.

474. No, they may come upon the roll soon after?—They may, but it is a very remote possibility.

475. *Lord Advocate.*] In short, the suggestion is, that the paupers relieved in 1868 have had more children, and that there were more of them married than there were in 1849. Do you think there is any ground in the figures we have here for coming to that conclusion?—I should not say so; I do not myself see the connection between the cases; if a man marries he is supposed to be able-bodied at the time, at least he ought to be (though I have no doubt paupers have married), and his chance of coming upon the roll must be very remote; he may not have a chance of coming upon the roll for 50 years.

476. Mr. *Orr Ewing.*] Do not you think that if the poor were supported from the income tax, from the Imperial Government, it might lead to extravagance in local boards?—I think the only way that you can economise the funds is by having a small area of taxation; every individual must feel, as far as you possibly can make it so, that he is himself contributing to the support of the pauper.

477. And you do not think it would conduce to economy that the money should be obtained by each parish from the Imperial Government?—No, I do not think so at all.

478. Do not you think that if the law of settlement were entirely done away with, it might lead to great injury to particular parishes in Scotland?—As I stated in my answer to the Lord Advocate, I think it might operate with hardship at first; but I think that after a time probably it would right itself.

479. What means would there be to rectify the evil if you did away with the law of settlement?—I do not know any means that there would be, supposing that the evil was to arise; but that is presuming that there is to be an evil from it.

480. With regard to the case which I illustrated when the Lord Advocate was questioning you, I allude to three parishes specially at this present moment, the parish of Balfron, the parish of Duntocker, and the parish of Fintry?—I suppose that in the course of a generation those paupers would be cleared off, or would find some means of going elsewhere.

481. But would it not be a sad thing for the parish in the meantime to suffer for a generation?—No doubt; I admit that there would be questions of hardship, and the questions of hardship might be also questions of degree.

482. I presume there is no reason substantially against the law of settlement, except the expense incurred in arriving at the proper conclusion as to which parish ought to pay for the pauper?—That is the only expense.

483. That is the only drawback?—That is the only drawback.

484. I see that in some parishes the law expenses are very heavy, amounting to 5 per cent. of the gross collection; I presume that is all incurred as to the law of settlement?—I do not think so at all. There may be questions with respect to rating; the heaviest cases probably are those which go into the Court of Session; and there are many cases which go into the Court of Session with regard to the way in which the assessment is imposed, and questions of that kind.

485. But very rarely; it is generally the law of settlement that takes the parish into court, is it not?—I am not in a condition to state very precisely how that may be.

486. Would it not be a great advantage that all these cases should be settled by the Board of Supervision finally?—That has been suggested, but I do not know whether that would be as satisfactory to the parties. As I stated, where the parties were willing to abide by the opinion of the Secretary of the Board of Supervision, his opinion was given, and that settled the point at once; but I do not know whether they would be as well satisfied to get the decision of the three sheriffs as they would be to take the opinion of the court generally, where they might go to the House of Lords afterwards.

487. But even if the three sheriffs on the Board of Supervision should give a wrong decision on a case, would that be very injurious to the country if a wrong decision were never again given?—No, I think that in spite of that, their decision would be preferable to incurring the expense of the Court of Session.

488. Is not it the case that many parishes suffer an injury on the ground of the expense rather than go into court?—I think that many of the cases are referred either to the Secretary of the Board of Supervision or to some legal gentleman.

489. But it requires both parties' consent to do that?—Of course.

490. But would it not be better to make it the law that they should abide by the decision of the Board of Supervision?—There is a strong feeling on the part of many parties that it would be desirable to give the Board of Supervision such power, but whether it would be satisfactory to the country I could not say.

491. If that were made the law, would it not do away with the evils of the law of settlement altogether?—Certainly.

492. And you would prefer, I suppose, to maintain the law of settlement, and to reserve for the Board of Supervision the power of deciding all questions as to the law of settlement?—Yes, my feeling at present is rather in favour of maintaining the law of settlement; I do not see any very great objections to doing away with it, but I would rather leave things as they are than change them upon an uncertain issue.

493. Mr. *Loch.*] With reference to the question that was put by the honourable Chairman, when he spoke of the effect that the Poor Law was supposed to have had in promoting improvident marriages, I have Sir John McNeill's report before me, from which I will read a passage; it is an extract from some communication received from the parochial board of Dunnet; they say that "industry is relaxed on the part of the partially disabled; they now come upon the parish in circumstances where formerly they would have found means to maintain themselves. Children are less inclined to maintain their parents; even those who have money will not do so unless forced. The confidence that there is a fund from which they must be maintained leads to improvidence. There is greater improvidence since the new law came into operation; it has had a demoralising effect, especially in weakening the bonds of natural affection, and facilitating improvident marriages. Some have boasted that they could marry because they have the parish to fall back upon." That is an expression of opinion on the part of the parochial board?—Yes.

494. Sir John McNeill does not take the same view, apparently. He says, commenting upon these communications, "The prevalence of a disposition, such as is described in the foregoing statements, no doubt arises partly from misapprehension as to the objects of a legal provision for the poor; and is partly the necessary effect of any such provision. But it was obviously important to the future welfare of the population, that all available means should be adopted to disabuse them of their misapprehensions, and to counteract the tendency to evil, which is inherent in a compulsory provision for the poor, and which, to a greater or less extent, everywhere counterbalances its advantages. It was pointed out to the parochial boards that the successful administration of the Poor Law in this country mainly depends upon the vigilance of the parochial board and its officers, and upon their careful examination of each case, not only when it first comes before them, but with reference to every change of circumstances. That, although the expense of prosecuting a person who, having the requisite means, fails to maintain his dependents, might exceed the saving to the parish in that particular case, it is necessary to make examples with a view to deter others from a similar dereliction of duty, and evasion of their legal obligations. That, if the gentlemen upon whom the Legisla-

Mr. *W. Smythe.*

13 April 1869.

ture has imposed the duty of administering the Poor Law, and whose interests as ratepayers are most affected by its operation, chose to evade the performance of that duty, and found that their interests suffered in consequence, it would not do to attribute to the law the inconveniences which arose from their neglect of the means which had been put into their hands for their own protection. That amongst the most efficient and legitimate means of protection against abuse was the erection of poor-houses, to which they had not yet resorted; and that in many parishes, not in Caithness only, but throughout Scotland, the parochial boards had resorted to the thriftless economy of having inefficient officers at inadequate salaries. That it rested with themselves to apply the appropriate remedies to these defects," and so on; those are the opinions of Sir John McNeill in correction rather of the views cited from the parochial board?—Yes.

495. Which do you agree with?—I think it entirely arises from a misapprehension on the part of the parochial board as to the effects of the law.

496. Then you take the view that these evils, which may be acknowledged to have arisen to some extent under the action of the law, are not necessarily attributable to the system?—Yes; that they result from a misapprehension of the law.

497. You said that the Board of Supervision has no power to give directions to the parochial boards?—I did not recollect any at the time.

498. Let me take one or two examples that have been given by the Wick parochial board; they say, "As regards the Board of Supervision, your committee do not require to enter on any elaborate statement. That the powers of that board are susceptible of being employed in antagonistic directions, and of being the means of involving local boards in vexatious annoyances and unnecessary expenses, will be seen when your committee refer to the protracted correspondence on the subject of poor-house accommodation, and to the position which the Board of Supervision has recently taken up on several recent cases here, which your committee regard as of such great importance in their public bearings on Poor Law management, as to justify special reference to them in this report." I should like to know from you under what powers conferred upon them by the Act, the Board of Supervision could give the directions spoken of in the next paragraph: "No. 1, is the case of a pauper chargeable on Latheron parish; an old and almost entirely bed-rid woman. The Latheron medical officer some time ago visited this pauper at her house in Pulteneytown, and having thereupon certified that she could be removed to Latheron poor-house, that Board offered her in-door relief; and on her failing to accept of it, her allowance was ordered to be stopped. Meanwhile the Wick inspector found that the pauper was ill and starving, and he therefore applied for advice to the Board of Supervision, who ordered him to respect the orders of the Latheron Board, and consequently leave the woman to starve." I thought I understood from you that the Board had no power to order a parochial board to receive or reject applications for relief, but merely to decide whether or not there was a sufficient amount of relief granted?—Yes; in that case they were merely giving directions to the inspector as to what was his duty.

499. Did it amount to the force of an order, or was it merely advice as to the interpretation of the law?—No; I think that the inspector is the officer of the Board of Supervision, as well as of the parochial board, and that he is bound to follow the rules laid down for inspectors by the Board of Supervision.

500. Then in this case, as cited here, an order might have been given legally for the Board to abstain from giving relief to a woman whom the Wick Board held to be starving?—As I understood it, it was so. You are aware that it is imperative upon the inspector to afford relief under the Act; that is one of his duties, where he thinks the case is one which requires it, and I imagine that in that case all that the Board of Supervision did was to instruct the inspector to perform his duty.

501. You will observe that this is the converse of that; it is not to order relief to be given, but by an order to the inspector to forbid relief being given. The Wick Board were desirous of giving relief, the Latheron Board refused it?—When one parochial board refuses to give relief to a pauper belonging to that parish, but who may be resident in another parish, the only power that the inspector has is to remove the pauper from the parish in which he may be resident to the parish to which he belongs, and then that throws the burden entirely upon the parish to which the pauper belongs. Now I imagine that in that case the Board said to the Wick inspector, "You are doing wrong in giving this pauper relief, contrary to the orders of the parochial board of Latheron. Your proper remedy is to remove the pauper to Latheron, and there let them deal with it."

502. And although the woman was ill and starving, according to the Wick Board, and therefore deserving of relief under the Act, yet the Board of Supervision could, by orders to its inspector, forbid that relief being given in Wick?—I think so; it would be a very dangerous power if inspectors had the power of relieving paupers who happened to be resident with them contrary to the wishes of the parochial board of the parish to which the pauper belonged; but they always have a remedy by removing the case. If in that case it had happened that the medical officer had said, "The pauper is so ill that she is incapable of removal," then the inspector of Wick would have been bound to relieve her at all events, and the parochial board of Latheron could not refuse to reimburse him.

503. I will take the next case: "No. 2 is a pauper in Wick; he had for years been a recipient of relief, though grudgingly given by many members of the Board. He claimed an increase, and was offered in-door relief, which he refused." I thought we understood from you on Friday that the refusal of in-door relief disentitled a person refusing it to out-door relief?—In that case the pauper was offered in-door relief and would not take it; that was held to relieve the parochial board of their obligation.

504. That would be the view that you would take of it?—Yes.

505. "Appealing to the Board of Supervision he represented that he had living in family with him a daughter's illegitimate child, and though the Wick Board reported that the mother of the child, a married woman, was able and bound to support her own child, and that its living with the grandfather was purely a family arrangement with

with which the Board of Wick had nothing to do, the Board of Supervision insisted on provision being made for the grandchild before confirming the offer of in-door relief to the grandfather"?—The principle of that is, that under the circumstances there stated, the Board would not consider that the offer of the poor-house was an offer of adequate relief, because the dependent upon this person would be left in an unprotected position, and without anyone to take care of it.

506. But would not the circumstance of the illegitimate child having a mother who was a married woman, and was able to support it, as stated here, be a sufficient protection for a child?—I think so; I do not know exactly what the reasons were which influenced the Board in that special case; but I know that very often, at least occasionally, cases occur in which the offer of the poor-house is made, for instance, to a mother with a daughter, who is perhaps only 16 or 17, and if by taking the mother into the poor-house, the daughter was left in an unprotected situation, the Board would hold that some provision should be made for taking care of the daughter while the offer of the poor-house was made to the mother; they do not hold the poor-house under those circumstances an offer of adequate relief.

507. Inasmuch as it would leave the child without its natural protectress?—Yes.

508. I suppose that would explain the following case:—"No. 3 is an applicant for relief, a middle-aged, and, in the opinion of the Board, an able-bodied woman, a widow, having living in family with her two daughters, aged respectively 18 and 12 years. The Board refused relief, and on the sheriff ordering temporary relief to be granted, it was offered in the poor-house; applicant thereupon applied to the Board of Supervision, and an order was sent down to the inspector of Wick to provide for the daughter of 18, as well as the mother and daughter of 12, or a minute would be passed to the effect that the applicant had a good case to enter the Court of Session against Wick, because the Board of Wick, while offering indoor relief to the mother and younger daughter, had made no provision for the elder daughter of 18, whom the medical officer of the district certifies to be able-bodied, and quite fit for domestic service?"—I suppose the Board, under those circumstances, thought it was not right to leave the daughter of 18 entirely upon her own resources; I do not know what may have influenced them particularly, but those cases constantly happen. Take the case of a husband and wife; the parochial board sometimes offer the poor-house when the husband complains and wants relief; in those cases the Board of Supervision hold that the offer of the poor-house is insufficient, unless it also comprehends the wife.

509. In fact there must be a certain amount of discretion left to be exercised by the Board of Supervision in each case?—I think so, because the alternative of the poor-house might otherwise be made an instrument of great hardship.

510. Now, with reference to the poor-house, as to the general propositions connected with the poor-house, you regard, as most other people regard, its main value as consisting in its being a test?—I do.

511. You do not think that the mere question as to the expense of maintaining a pauper in or out of the poor-house is one that necessarily enters into the merits of the poor-house as a machine to test the operations of the poor law?—I do not; I think that there are many people who would be glad to take 1*s.* or 1*s.* 6*d.* in the way of outdoor relief, who would not go into the poor-house, where their cost would be from 2*s.* 6*d.* to 3*s.* a week; but then if they were persons whom the parochial board thought to be not fit objects of relief, or to be persons who could maintain themselves in some other way, they would offer them the poor-house, although the parties would be willing to take half the sum out of it.

512. You regard the feeling of unwillingness to go into the poor-house as a wholesome feeling, at least as a remnant of the old independent feeling, and one not to be discouraged?—I think so; I do not think it desirable that people should wish to go into the poor-house now.

513. Then, although you stated the other day that in some of the poor-houses, where the accommodation is ample, and the number of inmates is small, do you hold that the poor-houses have not in those particular cases operated as it was expected they would?—No; I think that if they were combinations of parishes, for instance, and they agreed when the poor-house was being built to take accommodation for so many paupers, some for ten, for five, some for 20, according to the population of the parish, they found when they actually came to make use of the poor-house that they did not want as much accommodation as they had provided for. There may be a pressure of cases occasionally, in which the whole accommodation of the parish may be employed.

514. But regarding the poor-house from what you think the most useful point of view, namely, as a test, it might operate as a test even without a single inmate being in it, might it not?—Yes; and I believe that the establishment charges which each parish in a combination has to pay is well-spent money, because it keeps off a certain number of people from the roll, although there might not have been an inmate belonging to the parish in the poor-house during the year.

515. You have not taken as active a part in the management of the Poor Law of late years as you did once?—No; I live at such a distance from Edinburgh, that I only occasionally attend the Board of Supervision now.

516. Have you watched the operation of the poor-house in those parishes which you have known?—I have in my own district, and have found it useful, and wherever I have made inquiries, I have heard the same.

517. Has it tended to the diminution of the rates for the relief of the poor in your parish?—Our rates have remained stationary for the last 10 or 12 years.

518. How long has the poor-house been established in your parish?—I should think six or seven years.

519. And there has been no diminution in that time?—No sensible diminution.

520. Have you paid off the debt?—The amount of the debt upon our parish was not very large, and we paid it off by one assessment, an extra assessment made for it; I believe that the proprietors in the parish did not allow their tenants to pay their share, but they paid the whole of it themselves.

521. Could you state it to the Committee as your opinion that although the rates in your parish have not sensibly diminished in the last six years, an increase has been obviated by the existence

Mr. *W. Smythe.* 13 April 1869.

existence of the poor-house?—I think that an increase has been obviated, and certainly a convenience has existed from having a poor-house as a check, and more particularly in cases where it was alleged that the paupers required extra attendance, or something of that kind; instead of giving them 5 *s.* or 6 *s.* a week, or paying a nurse 1 *s.* a day, you could put them in the poor-house; then very probably some of their relations would come forward and say, "We will be content with the allowance which the pauper has got; we do not wish him to go into the poor-house, and we will bear any extra expense."

522. Taking that view of it, it must have tended to decrease the amount of the rates?—I think so.

523. In fact, if it operates as a test at all, it must either have the effect of diminishing the rates or of preventing their increase?—I think so; I believe that in the parish of Crieff, which is one of the parishes in our combination, the rates have diminished in consequence of the poor-house; they had a great number of mothers of illegitimate children, and cases of that kind, which were thought poor-house cases.

524. Do you generally send mothers of illegitimate children to the poor-house in your parish?—We generally threaten them, and then they go off the roll and take care of themselves.

525. Do you find that a large proportion of your young women have illegitimate children?—I believe that there are very few cases of marriage which take place in which the woman is not with child at the time.

526. By the man who marries her, or somebody else?—By the man who marries her; I do not think there is promiscuous intercourse, but they keep company, and then I believe the woman is got with child, and then it comes to be a *mariage forcée.*

527. Under the 16th section of the Act of 1845 parishes may be combined?—Yes.

528. The section is, "And be it enacted that in every case in which it may appear to the Board of Supervision, on application by the parochial boards of any one or more adjoining parishes, or from a regard to the relative situation of two or more such parishes, or from any other circumstance, that the administration of the affairs of the poor therein might be carried on with greater advantage to the said parishes, and to the poor therein, by the said parishes being combined for the purposes of this Act, then the parochial boards of such parishes shall meet on requisition to that effect by the Board of Supervision for the purpose of considering the proposed combination; and in every case where the parochial boards of two or more such parishes shall resolve that it is expedient and proper that such parishes shall be combined for all purposes connected with the management of the poor, and the administration of the laws relating to their relief, and for the purposes of raising the necessary funds for the relief and support of the poor, and also for the purposes of settlement; and where it shall be established to the satisfaction of the Board of Supervision that it is expedient and proper that such parishes shall be so combined, it shall be lawful for the said Board of Supervision to resolve and declare that such parishes shall thenceforward be combined for the purposes aforesaid, and shall be considered as one parish so far as regards the support and management of the poor, and all matters connected therewith; and all expenditure in respect to the poor belonging to such combination of parishes shall be deemed and held to be the common expenditure of such combination of parishes, and be charged upon and paid out of the common and general fund to be raised for the relief of the poor over the whole of such parishes"; does the law in regard to that stand unchanged from the date of the passing of that Act?—The law remains unchanged, but there was only one instance of a combination which took place under this section of the Act, and it was in the island of Isla; the three parishes of the island of Isla were combined; they were at that time all in the hands of one proprietor, and it was thought that it would be an expedient thing to place them all under one management; all these forms were gone through, a combination took place, and it remained so till, I believe, two years ago; the properties in the island fell into the hands of different proprietors, and it was then found that this combination was not very convenient, and they applied to have it done away. That has since been done, and I think it is mentioned in the 23rd Report that that had taken place, and there is now no such thing as a combination of parishes in Scotland, except for poor-house purposes.

529. But the law enabling the thing to be done remains unchanged?—Yes.

530. The effect of the combination, as expressed in the section, would be to make all the expenses arising with reference to the relief of the poor within the area of the union defrayable out of the common fund?—Yes.

531. I wish to know in what respect that differs in principle from the Union Chargeability Act passed for England in the year 1865; I will read the clause from the Act of 1865, and you can tell me whether you discover any difference between that and this as regards charging: "From and after the 25th of March 1866, so much of section 26 of the 4th and 5th William IV., chapter 76" (which is the English poor-law), "as requires that each of the parishes in a union, formed under the authority of that Act, shall be separately chargeable with, and liable to, defray the expense of its own poor, whether relieved in or out of the workhouse of such union, shall be repealed, and all the cost of the relief to the poor and the expenses of the burial of the dead body of any poor person under the direction of the guardians, or any of their officers duly authorised in such unions thenceforth incurred, and all charges thenceforth incurred by the guardians of such union in respect of vaccination and registration fees and expenses, shall be charged in the common fund thereof." Does it not strike you that, as regards the power of charging over the area of a union the powers conferred by the Act of 1845, on Scotch parishes, and the powers conferred by the Act of 1865 on English unions, are very much the same?—Very much the same; I should say so. I have never happened to study or look into the Act of 1865, nor do I know whether there are any reservations under it, but it has been the tendency in England for some time to increase the union charges; that is to say, to take off the charges from separate parishes and to lay them upon the union. For instance, all the charges of irremovable paupers were made union charges, not parochial charges. By irremovable paupers I mean paupers who had no settlement in the parish, but were irremovable on account of having resided

resided there a certain number of years. All those were laid upon the union; all the charges for the casual poor were also laid on the union. That, I think, has been the tendency for some time in England, and I imagine that under the Act of 1865 there has been a complete consolidation.

532. That being the state of the law in England, and that being the state of the law as we have heard in Scotland, under the 16th section of the original Poor Law Act, what is your explanation of the fact that there has been no advantage taken of that 16th section, and that no parishes have been united under it, except what you just now stated?—My explanation is simply this, that the parishes generally wish to manage their own matters, and that they have been very loth to enter into any union with other parishes. The Board of Supervision thought that it would be extremely expedient if the parishes of Edinburgh, which consists of three parishes, the City parish proper, Saint Cuthbert's, and the Canongate, could be combined, and at the outset of our proceedings the parish of Canongate was extremely anxious to have a combination with the two other parishes, and a great many communications passed (I think you will find them in the first Report of the Board of Supervision) on the subject; and, as I say, it was thought that it would be highly expedient if these three parishes could be combined. But then there were other interests at work; the rate in the Canongate was much higher than the rate in Saint Cuthbert's; the rate in the city parish of Edinburgh was a sort of medium between the two, but the parish of Saint Cuthbert's most strenuously resisted anything like a combination. I believe that the city parish would have been pretty well inclined to it, but they thought that it would bring them in for a much heavier amount of rate if they had the whole of the parishes included. It would also have rendered a settlement more easily acquired, because in a town which consists of different parishes, the parties change their residences constantly, and although persons may have lived in Edinburgh all their lives, they may have never lived five years continuously in any one of the three parishes; they may have changed from one to the other.

533. But looking to the feeling that exists in various parts of Scotland, that there are expenses incurred needlessly in the existing system of managing the poor in separate parishes, can you explain why it is that this section has not been availed of to create unions under which those separate expenses would have been to a great extent got rid of?—No; I think I can give no other reason for it except that the parishes prefer managing their own matters, and they do not like to have others conjoined with them.

534. Would you, from the experience you have had, say that it would have been more advantageous for the Scotch parishes if they had availed themselves extensively of clause 16; or do you think that it would not have been more advantageous for them to have done so?—I do not think that for the rural parishes it would have been desirable, because I am not in favour of extending the area of chargeability, for this reason, that the more the ratepayer is interested in each particular pauper the more he feels it to be to his benefit to keep the rates down. In a country parish generally the parochial board know the circumstances of every particular pauper.

535. You think that, as regards burghal parishes, it would have been perhaps more desirable to form these unions than in rural parishes?—I think it would have afforded perhaps a greater degree of simplicity in the management.

536. Is there anything in the fact that in Scotland the population is more sparse and the parishes more extensive that would make unions of rural parishes less desirable than in England?—No doubt; some parishes in Scotland are more extensive than two or three English unions; take a parish like Ardnamurchan, which extends for 50 miles along the sea-coast.

537. Mr. *Hamilton.*] I think you said that the Secretary of the Board of Supervision was in the habit of employing himself in settling disputed cases on the law of settlement referred to him by mutual agreement; is that still the case?—I believe so.

538. Has anything been done to let that willingness on his part to decide these cases be known in the different parishes of Scotland?—I do not think that there has been any general notice given on the subject; I fancy that most of the people know it.

539. There is no system in it?—No, there is no system. You are aware that in the Inland Revenue, or under the Stamp Office rather, there is an officer who will give opinions upon whether the stamp is valid or not; there has been nothing of that kind made known.

540. There is one thing in the last Poor Law Report to which I should like to call your attention. In page 145 the expenditure on management is stated to be 94,452 *l.*; do you know what proportion of that is for the building of poor-houses?—I think there is a separate return for that.

541. Is it not the case that that separate return is merely limited to the instalments and interest payable on the debt, and that the extra expenditure beyond the estimate, or for fittings, is included in that 94,000 *l.*?—I could not state precisely how that may be; but I have no doubt that Mr. Walker, the chairman of the Board, will be able to give you that exactly. There is a statement of poor-house building debt in the Appendix B, No. 10. In the county of Lanark you will observe that there is the sum of 19,597 *l.* for management; whether that includes any poor-house buildings or not, I am sure I cannot say, but I do not think it is intended.

542. Mr. *Loch.*] You stated, did you not in the earlier part of your evidence, that there had been no provision for medical relief previous to the passing of the Poor Law?—Yes.

543. I observe, that in all these cases in which the money amount increases so rapidly, the only column in which there is no great increase is the column which gives the sum expended in medical relief; in 1848 it is 30,339 *l.*, and in 1868 it is 32,858 *l.*, varying to no very great extent in the interval; is it your impression then, that the arrangements made so early as 1848 were sufficiently adequate to meet all the circumstances of each case, and that there has been no change necessary from that time to the present?—I suppose no great change; the medical officers have generally fixed salaries; I believe that is the usual case; that is to say, they do not charge for the case,

Mr. *W. Smythe.*

13 April 1869.

but they have a fixed salary; and I should think that, probably, that had remained pretty stationary.

544. Mr. *Hamilton.*] You mentioned, I think, that the medical officer is elected annually; is it not the case, that if the Board of Supervision sanction a payment from the Treasury towards his expenses, they would not allow him to be dismissed, and he is not elected annually?—No; I think he is not elected annually in that case, but it was provided, I think, in the rules issued, that the Board of Supervision should have a certain control in reference to the medical officer, and that he should not be arbitrarily dismissed; but the rules can be referred to.

545. He is in the same position as the inspector then?—Yes.

546. Mr. *Fordyce.*] In reference to complaints of inadequate relief; I think I understood you to say that previous to 1845, the courts of law were open to paupers, but that since that time that right of appeal has been cut off?—Yes; there is an express provision in the Act which precludes an application being made to a court of law, unless there has been previously a minute or certificate from the Board of Supervision.

547. But the Board of Supervision has no power either to grant relief or to enforce action on the part of the parochial boards, but only to issue a minute?—Only to issue a minute.

548. Do you think that that is quite just to the poor?—I do not know whether it is just or not, but it has had an excellent effect, because though minutes have been issued in one or two cases, I do not believe that they have ever been proceeded upon, because the parties have always made the relief adequate.

549 In reference to the poor-house test, do you not think that while that has a tendency when operative to diminish the number of registered paupers, it has also a tendency to increase the number of mendicants and vagrants?—The question of mendicants and vagrants is a very difficult question; the law in Scotland as to vagrancy and mendicancy is very inefficient. In various burghs the laws against beggars are very stringent, and they have strong powers; but in the rural parishes there is hardly any power on the part of the constabulary to check mendicancy or vagrancy, and it is a subject which this Committee might well take into consideration whether something should not be done in that matter. The difficulty that one is always met with is, that you cannot sufficiently check mendicancy unless you have an able-bodied Poor Law, and I certainly should not be disposed to go that length; but at the same time I feel the force of the difficulty

550. For instance, if the mother of two or more illegitimate children refuses the offer of the house, can any means be taken by the parochial board to prevent that woman and her children becoming an expense to the country by becoming vagrants and mendicants?—In a case of that kind you could more reasonably check mendicancy, because you might say "You are committing a crime by begging, and you have no right to beg as long as you have the means of relief afforded you; you can go into the poor-house." But the difficulty is with respect to an able-bodied man, who says, "I am able to work, and I am willing to work, but I cannot find work, and I cannot starve; I have a wife and family, and I am not entitled to parochial relief, and what can I do except beg?"

551. I suppose that it is a case which often happens, that women with illegitimate children decline the house and become beggars?—I do not know that it very often happens.

552. Are many complaints made to the Board of Supervision with reference to the way in which the poor are treated in the poor-houses?—The operation of the poor-houses has become much more extensive since I left the office, and I cannot speak very well as to that, but my impression is that there are not many complaints. The poor-houses are regularly visited and reported upon by an officer of the Board, and, as far as my own experience goes, I think that the management of the poor-houses is extremely good.

553. Is it the case that in poor-houses husbands and wives, and also parents and children, are separated?—They are.

554. Is that under a minute of the Board of Supervision, or under a provision of statute?—I should think that it was probably under the rules issued by the Board of Supervision; the Board of Supervision have issued rules with respect to poor-houses.

555. I think you suggested, in reference to illegitimacy, that women with illegitimate children should not receive relief, except in the poor-house?—That would be my own idea of the only check.

556. Do not you think that the other inmates of the poor-house would object to such company?—The larger poor-houses are all classified, and have wards in which these people might be placed, and even in the smaller poor-houses they might be kept very much removed from the other inmates.

557. Do you think that it would be expedient, as regards the children, to take them into the poor-house?—I think that they would be better cared for in the poor-house, and better looked after than if they were allowed to go into the streets.

558. As regards church-door collections, has the Board of Supervision any power whatever to regulate their distribution?—None.

559. Has the Board of Supervision any power of dismissal with regard to a medical officer?—Yes; under those rules to which I referred, where the parish is in the receipt of a share of the Government grant, the Board has authority to dismiss the medical officer.

560. But in other parishes have they?—No, they have not in other parishes.

561. I understand the general system to be, in those other parishes, that the medical officer is appointed from year to year by the parochial board, and is dismissible by them at pleasure?—Yes.

562. Do you think that the medical officers are content with that?—No, I do not believe they are; I think there have been various representations made on the part of the medical officers on that subject.

563. Do you think that it would be for the interest of the public, and also of the poor, if the medical officers were placed more immediately under the jurisdiction of the Board of Supervision?—I think it would; there are very often little jealousies between the medical officers and either the inspector or the members of the parochial board, and I think that they could be better controlled

controlled by the authority of the Board of Supervision.

564. Mr. *Miller.*] With reference to the Board of Supervision, it only sits, you have said, once a week?—Yes.

565. Is that throughout the whole of the year?—Throughout the whole of the year.

566. But the principal attenders at its meetings are the chairman and the three sheriffs?—Yes, they are the principal attenders.

567. What time in the day do they generally meet?—They meet at two o'clock generally, that is the ordinary hour.

568. And sit till when?—They sit till the business is done; it very often lasts till five or half-past.

569. You mentioned that you thought that the sheriffs' attendance had been of great value to the Board; is that in matters of law, or just the general business of the Board?—The sheriffs, as lawyers, are generally men of business habits, and accustomed to know how business is transacted, and therefore they can assist with great efficacy in all general business.

570. As to the parochial boards, the parish clergyman, I think, is *ex officio* a member of the parochial board?—He is.

571. And a certain number of elders?—And a certain number of elders.

572. The parish minister is not liable in assessment?—No.

573. And the elders may be so only to a very small extent?—They must be ratepayers; it may be to a small extent.

574. The smallest possible extent it may be?—Yes.

575. Is it five elders or six?—Six elders of the kirk session.

576. In a rural parish it may be that these seven gentlemen have the control of the whole expenditure without paying anything more than a trifle towards it themselves?—If the other members did not choose to attend, it might be so.

577. But perhaps there are some parishes where these men would be the majority, even supposing that all the others did attend?—There are, no doubt; there are parishes which belong to a single proprietor, and if it is a small parish there might be perhaps only one elected member, so that supposing that they were to attend, the minister and the kirk session might of course outvote the other members.

578. In all parishes the tenants pay one-half of the assessments, I believe?—Yes, under the ordinary mode of assessment.

579. Do you think it fair towards the tenants that they should be represented in the very small way in which they are represented, while they are paying half the cost?—I do not think that the tenants complain at all upon that subject; I never heard any complaints about it, but I should think that if there were any such partial proceedings as you seem to apprehend, the Board of Supervision would have no hesitation in increasing the number of elected members, so as to be able to give a due weight as against the minister and kirk session; practically I do not believe that anything of the kind exists.

580. Do you think, or do you not think, that the tenants ought to be better represented than they are, as a matter of right, and not as a matter of election; I mean independently altogether of the Board of Supervision?—They might, perhaps, have the right, but I believe they would very seldom exercise it; unless they are chosen as elected members, I do not think they care to come; it is not always easy to get parties to attend the parochial boards.

581. Is that your experience over the country, or in your own district?—It is my own district that I speak of chiefly.

582. You think it is unnecessary to make any change in that; you would not suggest, in short, any alteration in that respect?—No; I have never heard any complaints made of it as a hardship; but I think it would be very easily remedied, and the Board of Supervision would be ready to remedy it if they found that the present system was not operating well.

583. As to the relief of paupers, they have the power of applying to the sheriff to be put upon the roll, have they not?—Yes.

584. Does the sheriff, to your knowledge, make any inquiry whatever as to the character of the people put on to the roll except with respect to their poverty?—I do not think so; I think that the sheriff has merely to consider whether they are really legally objects of relief.

585. So that supposing that they are put upon the roll, and get the money on the Monday morning and spend it all before the day is out in drink, and go out and beg and otherwise, that would not enter in the least into the mind of the sheriff?—Not into the mind of the sheriff, I think. When relief is ordered by the sheriff the usual practice is not to give any large amount of relief, but to give such as may be sufficient to maintain the pauper for one day or two days, until the inspector can have an opportunity of inquiring into the circumstances.

586. But that circumstance of his character does not affect the question?—Not before the sheriff; it will affect the question before the inspector, both as to the amount of relief that he may give and also as to the nature of the relief; supposing he is known to be a person such as you describe, who would spend the whole of his money allowance in drink, the inspector might say, you shall have an order for a peck of meal, or something of that kind.

587. But he has no other means of controlling him?—He has no other means of controlling him.

588. Then if the man spends all his money, of course he must either starve or beg until the next Monday (or whatever the day of payment is), comes round?—He must.

589. What great hardship would it be not to give that man the money at all?—If you were quite certain that the money was to be misapplied, you might just as well not give him the money at all; but I think that cases of that kind must be considered as rather exceptional.

590. I am supposing it to be quite certain, that it would be misapplied?—I say that such cases as you put are rather exceptional, and you would leave it to the inspector in such a case, to give relief in kind or in any other way that he may think advisable.

591. Suppose you were told that a very large number attending the inspector's office spent their money in that way every week, not rarely but in large numbers?—I should think it very desirable for the parochial board in such a case to take means of preventing these people from spending their money in that way, either by in-

Mr. *W. Smythe.*

13 April 1869.

sisting upon their going into the poor-house, or by doling out their relief by the day.

592. In money?—In money, or in any other way; but such cases are properly cases for poor-houses.

593. But probably you are aware that in large towns, such as Edinburgh or Glasgow, the poor-houses to accommodate all these people would require to be an extraordinary size?—I am not aware of the relative numbers of those who misapply their allowances. The accommodation in Edinburgh now, as afforded by the new poor-houses, must be very considerable.

594. In 1868 this last year, the number of registered poor in Edinburgh, according to this return, is 2,249, that is in the city parish of Edinburgh; now, of course, it would require a pretty large house to hold a number like that?—If they were all to be put into the poor-house it would; but then I do not suppose that they all misapply their allowances.

595. You Ithink, as gather, the police has no effect in diminishing the number of the casual poor, that is to say, the vagrants travelling through the country?—I think that the vagrants in the country are rather increased than otherwise, in consequence of a stoppage being put to begging in the towns.

596. Does that apply to the whole country, or just to your own district?—I give that as a general opinion as to the whole country.

597. You are rather against increasing the area of chargeability, as I understand you?—I am.

598. You mentioned, I think, that the parishes had voluntarily assessed themselves to such an extent, that there are now not quite 100 which do not assess themselves?—Yes.

599. Are you aware or not that a great many parishes (it is the case in my own experience) were in a measure forced to assess themselves, by a portion of the parish not contributing anything whatever towards the expense of the poor?—I suppose that there were various circumstances in operation in the different parishes throughout Scotland, which led to an assessment in these parishes; the same circumstances might not occur in one parish as did in another.

600. Are you aware that the assessments in various parishes differ very much from each other; I mean in the classification?—I believe they do; I do not know what difference there is; you are aware that the Board of Supervision has not any power to arrange the classification; they only can approve or disapprove; if it seems inequitable, the Board can disapprove of it, and refuse their sanction; but they have no power to say, "Your rate upon houses is too large or too small, and you must alter it."

601. Therefore the classification, at least the rate upon the different classes, depends upon the majority of the parochial board?—Entirely.

602. Then in places where the parochial board consists of a great many small proprietors of house property, they have the power of making such a classification as they think fit?—They have the power of making any classification; but the Board of Supervision may say, "It is not a classification of which we approve."

603. But they have no power to alter it?—No.

604. Only to send it back?—Only to send it back.

605. In such cases, where the Board of Supervision does not approve of the classification, what is the remedy?—Things just remain as they were.

606. That is, that there would be no classification at all?—No classification at all.

607. The tenants or the proprietors of each class of property would then pay the same; in short, each class would pay the same?—Yes; I do not know whether it might not be a useful thing if any changes were made in the law, to give the Board of Supervision a power to insist on a classification. There certainly exist at present cases which are thought cases of injustice, where the burden is supposed to be laid too heavily upon the tenants of land.

608. It is chiefly on tenants, I think?—Yes.

609. *Chairman.*] The Lord Advocate has given notice to introduce a Bill to abolish the 37th section of the Act of 1845, and to make gross rental the basis of valuation; would not that do away with the whole of this classification?—It would to a certain extent, because if you take the three classes of houses, shops, and lands, the deductions upon houses are of course much larger than the deductions upon the other two. The deductions on shops should be larger than the deductions on lands, in respect of repairs and insurance, and the like, which are now allowed to be deducted; and, therefore, if you make them pay upon the gross rent, which is proposed by the Lord Advocate's Bill, of course houses will pay a larger amount than they would do, supposing these deductions were made.

610. What I mean is, that it would necessitate the resort to a totally different system from the system of classification under the Poor Law Act?—Yes; it is rather a reversal of the classification; instead of making houses pay a higher rate, they virtually pay a higher rate, because they pay upon a full rental.

611. Mr. *Miller.*] Are you aware that that Bill, as brought in by the Lord Advocate, applies to both proprietors and occupiers?—It applies to the mode of ascertaining the annual value; it, of course, will affect all classes.

612. Then it will do away with the classification entirely, I suppose?—No, I do not quite think that; take the case of railways for instance; supposing that a railway was assessed on its gross value, it might perhaps be unfair to charge it on the full amount.

613. The railways come in as special exceptions?—Yes.

614. Excluding railways and canals, would it not have the effect of doing away with the classification entirely?—I think that it would do away very much with the necessity of classification.

615. Would it not do away absolutely, so far as you know, with any classification?—I do not see how it would do away with it absolutely; I think that if you were to take a particular case—say, lands worth 100 *l.*, a house worth 100 *l.*, the gross value of the lands would be 100 *l.*, and the gross value of the house would be 100 *l.*, but the deductions upon one might be only 5 per cent., and upon the other it might be 20 per cent.; that would effect a classification.

616. But it would not be an assessment upon the gross rental?—You would have no deductions; I say that you would assess the house, therefore, upon a higher rate than it is assessable upon now.

617. As to settlement, I think I gathered from your evidence that you are in favour of some distinct settlement, either the present settlement or something

something of the same kind being adhered to, and that you would not do away with settlement in short?—I am not for deranging the present order of things: it is rather that than that I see any great objection to the proposal made by the Lord Advocate.

618. On the west coast of Scotland they are subject pretty largely, I believe, to Irishmen coming across from Ireland, and when they come under the action of the Poor Law they are carried back to Ireland; and I do not know whether you are aware of the fact, that sometimes the paupers who are taken across will be back in Scotland again as soon as the messenger who went with them; so that there is no prohibition, and no way of getting quit of these paupers, according to the existing state of the law?—I think that a party is punishable if, after having been removed, he applies for relief again. If you refer to the 79th section of the Act of 1845, you will find that it says, "if any person who has been removed to England or Ireland, or the Isle of Man, from any parish or combination in Scotland under any order of removal, shall afterwards return to Scotland and apply for relief, or again become chargeable, by himself or his family, to the same parish or combination, without having obtained a settlement therein, such person shall be deemed to be a vagabond under the provisions of an Act of the Scottish Parliament, passed in the year 1579, intituled 'An Act for Punishment of Strang and Idle Beggars, and Reliefe of the Pure and Impotent,' and may be apprehended and prosecuted criminally before the sheriff of the county in which such parish or any portion thereof is situate, at the instance of the inspector of the poor," and so on.

619. What is the punishment?—He is "punishable by imprisonment, with or without hard labour, for such a period as the said sheriff shall think proper, not exceeding two months."

620. After he undergoes that, he comes out upon the parish again?—Yes; that applies to all criminals, I am afraid.

621. In the city of Edinburgh this is a matter which is a great grievance?—I am quite aware of it; it has been a matter of anxiety to the Board of Supervision, and you will find that they have done everything that they thought could be done, by regulations and instructions, as to the removal of English and Irish paupers. There have been constantly complaints from the Irish Poor Law Board as to paupers that have been removed improperly, without a proper examination or a proper order of the magistrate; all that has been endeavoured to be regulated as far as possible, but in spite of all, great grievances do exist, I believe.

622. If the present law is not sufficient to prevent that sort of work going on, is it advisable to have it amended; do the grievances go to that extent in your mind?—If any amendments could be framed which would properly meet the case, I should think it very desirable.

623. Mr. *Solicitor General for Scotland.*] Am I right in saying that the right to parish relief is governed by the ancient law, as it existed prior to the Act of 1845?—I think so; I do not think that the Act of 1845 gave any additional right.

624. And it does not affect the question of legal right to parochial relief in any way?—No; I think it does not affect it in any way.

625. And that law, as I understand it, is in substance this (you will tell me if in your judgment I am right), that they, and only they, have a legal right to parish relief who, from destitution accompanied with bodily infirmity, must of necessity live by alms?—I think that is the strict definition.

626. So that by the law of Scotland no one is entitled to parish aid who can live without it?—I think so.

627. That was the law prior to the Act of 1845, and is equally the law now?—It is equally the law now. His disablement may arise either from bodily disability or from want of funds; if he has funds, although he is bodily disabled, he is not an object of parochial relief.

628. And accordingly in the question, as I put it to you, I combined the two, destitution of the means of subsistence, accompanied with bodily disability, which prevents him from gaining his subsistence by his own exertion. You might have those in combination, or he has no right, by the law of Scotland, to parish aid?—Yes; any man, if he is able-bodied, however destitute he may be of funds, is not an object of parochial relief.

629. In short, I stated it rightly as to what is necessary to the existence of the right?—Yes.

630. The Act of 1845 regulates merely the mode of raising the funds to meet the legal claims, and the mode of administering them?—That is my notion; I think I stated something equivalent to that on Friday.

631. Is it according to your experience or observation in any way that relief has, to any appreciable extent in Scotland, been given to improper objects?—I think that the object of the parochial boards has been to spend as little money as possible, and that they would never, willingly or knowingly, give relief to improper objects.

632. Of course you cannot have protection in the administration of any law; you will have imposition to a greater or less extent; but is it or is it not, according to your experience and observation, that the relief given in Scotland has, as a rule, been confined to proper objects?—As far as my experience goes, I should say so, certainly.

633. Is it according to your experience and observation that the amount of relief given has been excessive, or that it has been moderate and proper?—I do not think that the amount of relief has been excessive, generally speaking; I think that it is fairly adequate.

634. So that your experience and your judgment following upon it is, that the relief given has been confined to the proper objects, and that the amount has been moderate and right?—I think so; I should say so; that is, all under the operation of the Act of 1845.

635. Where the application of any one for relief has been refused, the remedy which the Act gives, if he conceives that the refusal was improper, is to apply to the sheriff?—Yes.

636. And if the sheriff is of opinion that the relief ought to be granted he may order it?—He simply orders it; he does not state anything as to the amount.

637. He has no jurisdiction to determine the amount?—No.

638. It is, then, for the parochial board to determine the amount?—Yes.

639. And if there is a complaint with regard to the amount, then resort may be had to the Court of Session, providing the Board of Supervision

Mr. *W. Smythe.*

13 April 1869.

vision shall certify a just cause of action?—Yes.

640. And that is really the code of law as it exists in Scotland now, both with respect to the granting or refusal of relief, and with respect to the amount of relief given?—I think so.

641. You stated, in answer to a question put to you by a Member of the Committee, that the sheriff did not inquire into the character of the applicant?—Yes.

642. The character of the applicant does not enter into the question of legal right to parochial relief, as you have stated it?—That is my view.

643. The Poor Law of Scotland interferes only to prevent destitute people from starving, whether they are of good or bad character?—That is so.

644. And there is no jurisdiction existing anywhere to give or withhold relief according to the character of the applicant, but only according to his necessity?—Yes, that is so.

645. Is it according to any observation or knowledge of yours that paupers in Scotland spend their allowances upon drink?—I have no personal experience in the matter, and I should not have thought that it was so prevalent as the Honourable Member for Edinburgh stated it to be.

646. So far as your knowledge goes, it is not so?—I have no knowledge of it.

647. I mean you have no knowledge of the existence of that thing?—No.

648. You were asked also, if you happened to know that some parishes have been forced to assess themselves, in consequence of proprietors or residents therein not contributing their due share to a voluntary subscription?—Yes.

649. I presume that the purpose of giving a power of assessment was to enable parishes to equalise the burthen, where the parties would not contribute according to their means; that was the very purpose of it?—Yes, certainly; even before the Act of 1845, in some parishes they were obliged to resort to an assessment, because certain parties who ought to have contributed, either did not contribute at all, or did not contribute according to their means.

650 I suppose that, as convener of the county of Perth, you are aware that the same consideration was the origin of the Rogue Money Act?—Yes.

651. But prior to the Act of 1845, funds raised, either by voluntary subscription or otherwise, had to be provided to meet the claims of those who must of necessity live by alms, being destitute and bodily disabled. Under the Act of 1845 facilities are given for collecting the money, and administrative bodies are called into existence for spending it?—Yes; but that mus tbe qualified so far as this, that in certain districts of the country, the powers of assessment were wholly inoperative; they existed because the general law of Scotland was such, but they were never called into operation.

652. So far as you know, has any general dissatisfaction been expressed or otherwise manifested in Scotland with the existing Poor Law or its administration?—I am not aware of any general dissatisfaction; people always wince under any heavy burthen, but I do not think that the administration of the law causes dissatisfaction. We grumble at our police taxes, our prison taxes, and at every tax.

653. Taxes have always got this evil, that persons have to pay something, and this assessment has that in common with others; but you are not aware, you say, of any dissatisfaction as to the administration of the law. Are you aware of any dissatisfaction with the state of the law?—No, I do not think so.

654. The questions I have been putting to you latterly are intended to extend down to the present time?—I understood them so. Living in an agricultural district, and hearing a good deal of those things, I really have never heard of any dissatisfaction being expressed, either as to the administration or as to the state of the law.

655. Mr. *Miller.*] That is your experience in your own district?—Yes, in my own district, and as far as I know, as a Scotchman, generally.

656. Mr. *Solicitor General for Scotland.*] And you are very much in the habit of meeting with people of knowledge and experience from all parts of the country?—Yes.

657. Mr. *Crum Ewing.*] You have stated that according to the law of Scotland able-bodied poor, although in very destitute circumstances, still if they have no infirmity, are not entitled to relief from the poor rates?—Yes; I hold that to be quite clear, according to the law.

658. Have you known of any cases where parochial boards, notwithstanding that being the law of the case, have taken upon themselves to give relief in times of great dulness of trade, and when it was impossible for these people to find employment?—I should state that, until a recent decision of the Court of Session, which was affirmed in the House of Lords, it was thought that parochial boards had a power, under the Act of 1845, to give relief according to their discretion to able-bodied people in such circumstances as you have described. The question has been very much discussed, but it may be now considered as quite clear that by law the parochial board has no power to assess for the able-bodied, and consequently that the able-bodied under those circumstances have no claim for relief.

659. Are you aware of any cases where that has been done since that decision of the Court of Session?—No, I am not.

660. You are not aware of any complaints being made of that?—No; personally I think that it is an unfortunate decision; I think that it would be a wise thing, particularly in large places like Glasgow, Dunfermline, and other places which suffer from a depression of trade, that they should have a discretionary power to raise money by assessment, and not be dependent entirely upon subscriptions, as is the case now, and as was the case before the Act passed.

661. That is your opinion?—That is my opinion.

662. That power should be given to parochial boards to use their own discretion in doing so?—Yes, and I believe I may state that it was certainly the intention of the framers of the Act, although it has not been so decided; I had some hand in preparing this Act of 1845, and it was certainly their intention that such power should exist.

663. And you think that in any new law passed on this subject, or in any amendment of the law, such a power should be given?—I should be inclined to think so.

664. Does your opinion extend further than that, that poor people should be entitled to it?—No,

No, I would not, under any circumstances, alter the law of Scotland in that respect, so as to give an able-bodied man the right to claim relief.

665. Mr. *Ellice.*] I think you stated in your evidence the other day that the ministers of the Establishment were exempted from rates?—Rates upon their manses and glebes; if they have other property, of course they would have to pay taxes upon that.

666. Ministers of all other denominations are subjected to rates?—They are.

667. In the Poor Law Bill of 1845, ministers of the Established Church were for the first time subjected to rates in respect of their stipends?—They were so, I believe.

668. You have just stated the fact that you had a great deal to do with that Bill?—Are you not aware that the object of the clause that I speak of, and to which Mr. McNeill, now Lord Colonsay, agreed, was to place the clergy of all denominations on an equality in respect of rating?—I daresay that was the idea that he had, that he did not think it desirable there should be any exemptions; the exemptions as to the manses and glebes is a question that has been tried since this Act of 1845 passed.

669. Was it subsequently decided by the Court of Session that by their clause ministers were subjected to rates only in respect of their money stipends, while as regarded their income derived from glebes, in that respect they did not come under the operation of the clause; that is to say, that they were subjected by the clause to rates in respect of their money stipends, but not in respect of the income which they derived from their glebes and manses?—The stipends would be assessed upon a different principle than the manses and glebes.

670. My question was, whether this was not a decision of the court upon an appeal, that that clause only subjected their money stipends to assessment, not their income derived from their manses and glebes?—I am not quite sure about there having been any decision with respect to that.

671. Rating in respect of means and substance was afterwards abolished?—Yes.

672. And are you aware that it was held that the money stipends of ministers coming within the category of means and substance escaped the taxation to which they had been previously subjected by the Act. I am now inquiring how the ministers are exempted from that rating, to which clearly they were subjected by the clause of the Act of 1845?—I am not quite sure that I follow you; but it seems to me this, that the stipends could only be assessable upon the principle of constituting means and substance, and that whenever you did away with the assessment upon means and substance, of course the power of assessing stipends ceased.

673. Then the fact is that the assessment to which they were subjected under the Act of 1845 no longer exists?—It no longer exists.

674. And therefore there is, in that respect, the inequality that previously existed between the clergy of the Establishment and the clergy of other denominations?—Yes; but supposing that the assessment was levied according to what we call the first mode, then the question of stipends did not arise at all, any more than in the case of the salary of an officer, or any other income from personal property that a parishioner might possess. Therefore a clergyman would escape altogether on his stipend before "means and substance" were abolished, if the assessment was levied according to the first mode.

675. I think you stated just now, with reference to medical officers, that medical officers were appointed by the parochial boards without the concurrence of the Board of Supervision?—They are.

676. But that in cases where the medical officers have part of their salary paid out of the grant, the Board then could use their share of the grant as a composition for their dismissal?—Yes; that was the sort of interpretation that was put upon it; the Board acquired to themselves that power in distributing the grant.

677. But irrespective of the grant, that is to say, where the grant is not enjoyed, both the appointment and the dismissal of the medical officer are in the parochial board without reference to the Board of Supervision?—Yes.

678. The inspector of the poor cannot be dismissed without the concurrence of the Board of Supervision?—No.

679. Do you see any reason why the inspector and the medical officer, being the two people principally responsible for the care of the poor in a district, the medical officer should be treated in a different way from the inspector, and why his dismissal should not also be subject to the approbation of the Board of Supervision?—No; I see no reason for that, and I conceive that the mind of the Board of Supervision upon that subject may be interpreted from the fact of their having retained in their rules a power as to the medical officers, so as to prevent their being dismissed.

680. Are you not aware that at this moment where there is a share of the grant enjoyed by a parish, the medical officer often can be, and is, dismissed by the parochial board, without reference to the Board of Supervision?—Yes; but I think that the Board of Supervision were desirous that that should not be the case, because I rather think that by their rules they ordained that wherever parishes did partake of the Government grant, the medical officer should no longer be dismissible by the parochial board; but I may be wrong as to this.

681. Therefore, in any amendment of the Poor Law Act, you think that it would be expedient that, as regards dismissal, the inspector and the medical officer should be placed on the same footing?—I do.

682. Sir *David Wedderburn.*] Would these four classes include all persons entitled in Scotland to parochial relief; and would they also include none other except those entitled to it; first, aged and infirm men and women; secondly, lunatics and fatuous persons; thirdly, orphans and deserted children; fourthly, and more particularly, widows and unmarried women with two or more young children depending upon them for support. Would that be an accurate definition of those entitled to parochial relief?—I do not think it would; I think that the definition that the Solicitor General gave was a much more clearly defined one.

683. Of course it was as a mere definition, but would not this more specific classification which I have just given be an accurate one?—With reference to the first class, I presume that "infirm" would comprise people who were not aged, but who had infirmity of body; with reference to the fourth clause, "widows and unmarried

Mr. *W. Smythe.*

13 April 1869.

women with two or more young children depending upon them for support," the question of a woman with two children is rather a legal question for the sheriff to decide. It is considered that, supposing the woman is able-bodied, she is able to support one child; but there may be circumstances in which the woman, though she is able-bodied, may find herself unable to support one child; supposing that the child is young and at the breast, that one child alone may cause such a disablement as may render her an object of parochial relief.

684. I only ask whether it is the custom and practice to treat those persons entitled to relief who come within the four classes I have given? —One might take that as a sort of general definition; but I should not hold it to be a precise definition; it is generally held that an able-bodied woman can support one child.

685. Mr. *Arthur Peel.*] As to the *ex officio* members of the Board of Supervision, there are among them the three sheriffs of Perth, Renfrew, and Ross; for what reason was a preference given to those three sheriffs above others?—I do not know what the reasons of the Legislature were; but I imagine that those three were selected; the sheriff of Ross, as representing the Highland district; the sheriff of Perth, as representing the agricultural district; and the sheriff of Renfrew, as representing the manufacturing district.

686. You stated that the Public Health Bill had thrown additional duties upon the Board of Supervision?—Yes, very great additional duties.

687. Do you think that those additional duties were duties fairly to be thrown upon the Board of Supervision as dealing with the poor?—Not as dealing with the poor at all, but there was necessarily wanting a body to carry out the provisions of the Public Health Bill, and perhaps the Board of Supervision, from its connections all over the country, was the best body to fix upon; but that is entirely disconnected with the duties relative to the poor.

688. They only took advantage of the same organisation?—They only took advantage of that existing body to give them those duties.

689. The inspectors of Scotland do not resemble the inspectors of England in their duties, do they?—They are in the nature of what are called relieving officers in England.

690. They are both officers of the parochial board and officers of the Board of Supervision, as well?—They are: they are officers of the parochial board, but subject to the orders of the Board of Supervision.

691. And dismissible by the Board of Supervision?—Dismissible only by the Board of Supervision.

692. And the parochial boards cannot take the initiative?—They may take the initiative, but it must be done through the Board of Supervision. If an inspector has committed any act of impropriety or misbehaviour, it is represented by the parochial board, or by some other parties, to the Board of Supervision, and then an investigation is made; and if it is a grave offence which requires dismissal, he is dismissed. If it is something of a more venial nature, he is perhaps suspended or admonished.

693. What is the size of an inspector's district? —It is generally coterminous with the parish. Some inspectors, as I stated on Friday, do act for more than one parish; but that is rare.

694. As to the powers of the Board of Supervision, you stated that their powers were of inquiry, of giving advice, and of receiving complaints; but what are their compulsory powers. Can they, if the Board of Guardians (as we should call them in England) of a particular workhouse refuse to carry out their suggestions, take such a strong step as to order the workhouse to be closed?—No, I do not think that they can order the workhouse to be closed.

695. What are their compulsory powers generally?—Do you mean compulsory powers as to the administration of the funds, or as to the relief of the poor?

696. I mean their powers to compel the authorities of the workhouse to carry out suggestions of improvements; suppose the workhouse wants improvement, suppose that a certain regulation is not carried out, for instance?—With respect to all poor-houses, their powers are very absolute, they may do anything; if the workhouse is insufficient they may order improvements to be made in it, and they lay down all the rules for regulating workhouses.

697. In the case of their suggestions not being carried out, what power has the Board got?—They might say, "We will not consider relief in the workhouse as adequate; we will not allow you to put any paupers into the workhouse"; that is virtually closing it.

698. You said that there was a general unwillingness on the part of the people to enter the workhouses in Scotland; is that in consequence of the stringency of the discipline inside the workhouses?—Yes; there is a certain restraint necessary in a workhouse; they are obliged to obey certain rules; they must get up at a certain hour, they must breakfast at a certain hour; they cannot go always where they please; and all these regulations are irksome, and interfere with a man's free will.

699. Is there any means of securing uniformity, as between one poor-house and another?—Yes; they are all regulated by the same rules, and there are inspectors of poor-houses who go round and see that the management is proper and uniform.

700. And as a rule, the discipline is uniform? —The discipline is uniform; there is not so much discipline required, because we have not able-bodied poor there to deal with.

701. With regard to the right of able-bodied poor to relief, we had it very clearly stated, but I will ask it again in this way: I understand you to say that the able-bodied poor in Scotland have no legal right to relief?—No.

702. But that they have everything else but the legal right to it, have they not?—They cannot enforce any claim.

703. As I understand, that which gave rise to the inquiry in Scotland in 1845, and which gave rise to the present law, was the distress in Paisley?—Mr. Twisleton, whose name I have mentioned once or twice, went down as commissioner on the distress in Paisley before the Poor Law inquiry was set on foot, and made a report to the House of Commons, I think, on the subject.

704. Has there been any distress similar to that since the passing of the Act?—There has been distress subsequently; I do not think that there has been so great distress as at Paisley; but there has been distress in Dunfermline, in Dundee, and in Glasgow, though not to any great extent

extent in Glasgow. In Dundee they raised money by assessment, I believe.

705. And that has since been declared to be illegal?—That has since been declared illegal; but in Dunfermline I think it was contributed by voluntary contributions.

706. Therefore, since that decision which you have referred to, if distress were to arise in Dunfermline, for instance now, no relief could be given except by subscriptions?—No.

707. By what body was the fund administered in that case?—By a committee appointed for the purpose.

708. Sir *Edward Colebrooke.*] In the allowance that you recommend for the relief of the poor, do you generally have one standard for the whole country, or do you recognise the different scales of subsistence in different parts of Scotland?—The wages of labourers do differ a little; but it is not a very sensible difference; I should think one could hardly say that there was any great distinction.

709. In the Report on the Poor of Inverness, to which reference was made in the former sitting, you pointed out how on a smaller scale of allowance the poor could subsist there with the same content as the English poor?—I stated that, at Coldstream, I had visited on both sides the border, and that I found very little distinction between the poor on one side of the Tweed and on the other.

710. Your remark was confined to the state of the north of England?—Yes, I stated that, in Lancashire and Yorkshire, I considered that the scale of allowances was very much the same as in Scotland, but if anything, rather lower than what it was in Scotland.

711. But the scale that you recommend with reference to the whole of Scotland is now tolerably uniform; there is very little distinction between the state in the Highlands and the Lowlands?—Very little.

712. Is relief ever given in kind?—Yes; I fancy almost in every parish they give relief in kind, to a certain extent.

713. In the form of giving meal?—Meal or bread.

714. Or coal?—There may be coal given, but it is not usual; they sometimes pay house-rent.

715. Is it not desirable that that should be done to a considerable extent in the relief of the out-door poor?—Wherever there is the least idea that the allowance is misapplied, it is always desirable to give relief in kind.

716. Is it not within the power of the administrators of relief to check any abuses like that of persons spending their money in drink, and not giving it to their family, by giving relief to a considerable extent in kind?—Yes.

717. Mr. *Miller.*] Would they not be just as liable to sell the meal as to spend the money?—Not so much so; they might perhaps sell their meal too.

718. Sir *Edward Colebrooke.*] With regard to poor-houses, you consider them very valuable as a check upon destitution, and as an assistance to those who require to be looked after?—Yes; there is another purpose which I have not mentioned, but for which poor-houses are very valuable, which is that you can send paupers who have no houses at once to a poor-house. When this Act first came into operation in Scotland, in some places if a vagrant or any person who happened to be casually in the village, met with an accident and required immediate assistance, or was taken with fever, there was no place to put him in. Now you always have the poor-house. I remember a case in one of the parishes in the south of Scotland, I think in Roxburghshire, where a man and his family were all seized with fever, and there was no receptacle into which they could be received, and they constructed something on the side of the road with boughs of trees and canvas, and there the man and his family remained until they got better. That was not a desirable state of things.

719. Have you formed an opinion whether it is desirable that the system of workhouses should be extended over the whole of Scotland?—I think that they are extending themselves already: although it is not compulsory, the Act has so far worked as to make poor-houses available in most districts where they are necessary. Sir John McNiell, in his Report on the Highlands, strongly recommended the construction of poor-houses in order to meet the cases of paupers there, which he thought could only be met by poor-houses.

720. But at present it only extends over two-thirds of Scotland?—Yes.

721. But would not the unions be much more convenient if they were regulated by some central authority, instead of by the voluntary unions of parishes?—Yes, I believe they would; but the Committee should know that when this Act of 1845 was passed there was a strong feeling among the Scotch Members generally against any very stringent legislation on the subject of the Poor Law; and it was with difficulty even that some of the provisions of the Act were passed; and with respect to poor-houses I do not think it would have been permitted to make them compulsory.

722. Do you think that public opinion has changed on that matter in Scotland?—I think that the advantages of poor-houses are brought more under the eye of the public; they have not the same objection as they then had to them.

723. Does much inconvenience attend the present arrangement of the poor-houses, many of the parishes being at a distance from each other?—The Act requires that the combination should consist of contiguous parishes, so that you cannot take them over the country here and there, but they must be within a circle.

724. I see in the list of poor-houses in the last report that they are very unequal in size; some of them are very small?—Yes; in country parishes you do not require a large house.

725. But in cases of fever, is it not desirable that they should have the means of classification?—Yes; they most of them have sick wards, fever wards.

726. You do not think there is any practical inconvenience arising from the present small size of the poor-houses?—No, I think not.

727. You stated that the number of applicants to the Board of Supervision is not nearly as large as it was at the original formation of the Board; I see by a return in the last report that in the last year there were 462 applications?—Yes; I stated that during the first years the numbers were a great deal higher, one year they were upwards of 800.

728. During the last few years they have been from 400 to 500?—Yes, they have been pretty much the same, from 400 to 500.

Mr. *W. Smythe.*

13 April 1869.

729. If the control of the central board was withdrawn would there be any reason to fear that the allowances would be considerably reduced?—There are very questionable cases coming from time to time before the Board of Supervision with which I think the parochial boards are disposed to deal harshly.

730. And you consider a central authority essential for the working of the system?—I think so.

731. Under the present working of it do you consider that the local boards have sufficient discretion in the administration of relief to individual cases?—I think so.

732. Do they exercise their own judgment as to the circumstances of the party and the amount of relief?—Entirely, and the Board of Supervision naturally are very unwilling to interfere when they see that the parochial board have been acting fairly and honestly.

733. In this report I find that there were 298 applicants refused last year, but in the list of refusals I see there are a great number of cases where "poor-house" is put opposite to the name of the place; will you explain the meaning of that?—It means that the application has been dismissed in consequence of the poor-house having been offered by the parochial board, and consequently there is no ground of complaint, because the complainant has it in his power to go into the poor-house if he thinks it necessary.

734. At present the local boards only meet twice a year, I think?—Their statutory meetings are twice a year, but they may meet as often as they wish.

735. And do they particularly meet oftener?—Practically, in towns, they may meet two or three times a week, and in country parishes once or twice a month.

736. They have abundant opportunity of reviewing cases from time to time?—Yes.

737. Does the central authority control the dietary of the workhouses?— Yes.

738. I see a great difference in the expense at which paupers are maintained in different workhouses in Scotland; can you account for that?—A great deal of course will depend upon the numbers; for you can maintain 200 people, probably at a much smaller rate per head than you could maintain 20.

739. You think that large houses would be able to maintain them at a smaller rate?—They should be maintained at a smaller rate in large houses.

740. With regard to the law of settlement, can you state to what extent removals are enforced in Scotland; we have had evidence as to the amount spent in litigation, but I do not discover in the reports to what extent removals have taken place?—Do you mean removals from one parish to another in Scotland, or to England, or Ireland?

741. Either or all?—There is no temptation to remove from one parish to another in Scotland, but we so far differ from the law in England, that a parish which relieves a pauper resident in it, if the pauper belongs to another parish, may make a charge against that parish; and it constantly happens so; but, in England, if you want to make a parish liable, you must remove the pauper to the parish to which he belongs; in Scotland, therefore, the number of removals between parish and parish is probably very small, indeed; almost all the removals are removals of English and Irish paupers.

742. Then the scale of the allowance being determined, it is a mere question of account between one parish and another?—Yes.

743. So that a man, except in the case of being removed to Ireland or Scotland, rarely suffers from the law of settlement?—He does not suffer from it at all.

744. Mr. *Anderson.*] You stated that the litigation in reference to the law of settlement has become very much less, and is not now a serious expense; but as regards the cost of those removals, taking them both between parish and parish, and also to England and Ireland, the total of that must be a very great amount?—It would depend upon the number of paupers that are removed, and I really could not state that to the Committee, but as I said in answer to the Honourable Member for Lanarkshire, the removals, as between parish and parish, are very small indeed; I should think that hardly any expense was incurred; sometimes, if a parochial board is dissatisfied with the way in which a pauper is treated in another parish, they may insist upon his coming to his own parish, but it is very uncommon for them to do that.

745. The cost as regards removals to England and Ireland is materially greater?—It is rather an expensive thing, because you must send an officer with the pauper to Ireland: under the rules, you must first of all have the proceedings taken before a magistrate; there must be a warrant of removal, and an examination of witnesses, and then you have to send an officer with the pauper to the place of his destination, so that there is a considerable expense in that process.

746. So that the economy of giving up the law of settlement entirely would be much greater than the mere 6,000 *l.* of litigation at present incurred?—Yes; you mean supposing that English and Irish paupers were not removable, and had a right to be relieved in Scotland, the additional expense thrown upon Scotland in consequence of that would be more than equal to the sum now expended upon removals?

747. I merely ask whether you would not save all the cost of those removals?—You would save the cost of the removals, but you would have the expense of maintaining the paupers to compensate for it.

748. As regards the able-bodied poor, you are of opinion that parochial boards ought to have a discretionary power, but that the able-bodied poor ought not to have a right to claim relief?—Yes.

749. Is it your opinion that giving them the right would add materially to the cost of maintaining the poor in Scotland?—I do not think so, as I do not think it would often come into operation; when the law was supposed to be in that state, the cost of it was not great, it was very seldom used.

750. Then what is your great objection to giving the right?—I have no objection to giving the parochial board discretion in the matter.

751. You wish to give the parochial board a discretion, but not to give the able-bodied poor a right?—No.

752. Is it your opinion, that giving them the right would add immensely to the burden?—I think very greatly, and not only that, but I think that it would have this effect, people who now employ their own wits to find a maintenance,

tenance, and go away from the parish to wherever they hear work is to be had, if they thought they could come upon the parochial board, would not exercise that ingenuity at all.

753. Are you aware, that at present, the cost of maintaining a pauper in England where they have such a right is no greater than in Scotland where they have not such a right?—I am not aware of that; do you mean that the amount per head of the whole is not greater, comparing the expenditure in proportion to the numbers?

754. In proportion to the population?—It should rather be in proportion to the number of paupers, should it not?

755. It ought either to be in proportion to the population or to the assessable rental?—I am not aware what the statistics as to that may be.

756. You admit, I think, that giving such a right would be a very great check upon mendicancy?—Certainly; I think you can check mendicancy altogether, although checking mendicancy is a difficult thing to do, because people will give, in spite of all laws to the contrary, and so encourage it; but it is hard to punish a man for begging if you do not give him a right of relief.

757. Does the Board of Supervision instruct its officers to make any inquiry when they go round, as to whether the paupers are satisfied with the relief they get?—No; I do not think so.

758. Either in the house or not?—I do not think they have any special instructions upon that subject.

759. They simply take the state of matters as they find it recorded in the books of the parochial board, or as they are confirmed by the officers?—Yes; if there were any complaints came before them of course they would inquire and visit the cases, and they do very often visit the paupers.

760. But there is no special attempt made to get at them?—No, not to ascertain whether they are satisfied.

761. Mr. *Miller.*] It would be a difficult point, I presume, to ascertain that question; do you know that, as a fact, paupers are in the habit of attending meetings of the parochial boards to state their grievances?—They do.

762. Mr. *Anderson.*] Do you consider that, in a general way, the medical relief over the country is sufficient?—It is very much better than it was, and I should say generally that it was sufficient. There may be places in which it is defective; it is defective in some cases from there really being no medical man; if you take some Highland districts, there may not be a medical man within 30 or 40 miles.

763. Mr. Loch, in questioning you, showed that there had only been an increase of 2,000 *l.* in 20 years in the outlay for medical relief?—Yes.

764. You think that, notwithstanding that small increase in outlay, the medical relief is generally sufficient?—I think so.

765. Have you any knowledge of what the salaries paid to medical officers generally are?—I think that they vary very much; of course they should vary according to the population.

766. Could you give any idea of the maximum or minimum?—No.

767. The Board of Supervision has no control over that?—No; but the Government grant is distributed upon a certain principle that makes the medical relief come up to a given amount.

768. Mr. *Miller.*] Do you know or not that the medical people in a parish consider it an object to become medical officers to the parochial board?—I believe they do.

769. Sir *Robert Anstruther.*] I think you said that before the Act was passed you thought a great deal of unnecessary burden was thrown upon the friends of the poor?—I did.

770. And that therefore the burdens that were thrown by the Act upon the public were only properly shifted, as you thought, from the shoulders of the friends to the shoulders of the public?—Yes.

771. Then do you consider that under the Act there are persons who now apply for relief who, before the Act, exerted themselves for their own support?—I think the tendency of having a provision to fall back upon is necessarily to weaken the efforts that a man makes for himself, just as I stated just now with respect to the able-bodied.

772. But do you think that a good moral effect upon the people at large, the pauper population?—No, I do not think that a good thing; but that is the evil in a poor law, and I do not see that you can do without it.

773. You think it hard to fix the line where a man is bound to support himself, and where the law should step in to help him?—I think, in a case of what you would call partial disablement, it is very difficult to say how far that disablement prevents him from gaining either enough to support himself, or what with a very small allowance would be sufficient to support him.

774. Is it or not the case that men practically apply who are able-bodied?—I do not think so; I think that the parochial board are very stringent on that point.

775. I think in my absence you expressed an opinion that in the event of any exceptional circumstances, such as a famine or a great dulness in trade, there should be discretionary power given to the parochial boards to raise funds under the circumstances?—Yes, under some circumstances the pressure is almost greater than the district can bear.

776. You spoke in your first examination of "proper paupers," would you kindly explain that?—By "proper paupers," I mean persons who are legally paupers; there may be a distinction made between persons who are poor and persons who are "proper paupers." Those who are entitled to be placed on the parochial roll for the purpose of receiving relief I call "proper paupers."

777. Then the increase, which everybody admits to be immense, of those now upon the roll is an increase, you consider, of proper paupers?—An increase of those legally entitled to receive relief.

778. You stated that it was to the secession from the Free Church that much of the increase of the rate was owing?—Yes, the collections fell off very much, and the interest which the retiring ministers had in the whole administration of the parochial economy was very much diminished.

779. And they do not apply the church-door collections to the support of their own poor?—No.

780. But they are interested in keeping the rate down?—As ratepayers, of course they are.

781. In answer to the Lord Advocate, you said there was considerable harmony between the parochial boards and the supervising board?—I think there is; I think that the parochial boards look

Mr. *W. Smythe.*

13 April 1869.

look with a certain degree of confidence to the Board of Supervision, and when they are in any difficulties they do not hesitate to ask for advice or assistance.

782. And you have not heard complaints in any way of the handling of the parochial boards by the supervising board being rough?—I am not aware of that; I know that the object of the Board of Supervision, from the outset, has been to instruct, and not to coerce or deal hardly.

783. Does that answer refer to the period anterior or subsequent to 1851?—My remark refers particularly to the period anterior to 1852, because I was then Secretary to the Board.

784. Then you would wish that answer qualified in that sense?—I would wish that answer qualified in that sense; but I would also say that my belief is that the same system has been pursued ever since.

785. But you would not undertake to say, of your own knowledge since 1852, that the same harmony which then existed between the parishes and the Board of Supervision has obtained to the present time?—I cannot say so from my own knowledge, but I believe it to be the fact.

786. Mr. *McLagan.*] I believe you mentioned that there were a certain number of elected members of the local parochial boards; have there been any complaints to the Board of Supervision regarding the election of these members, or the difficulty of getting gentlemen to be elected?—I believe that it frequently happens that notice is given of an election, and that no persons meet and no election takes place, and it has occurred to me sometimes whether it might not be an advantage that elected members of one year should continue as elected members until another election has taken place; until they have been displaced, in short.

787. But in such cases where there was no meeting for election, there were no elected members present at the Board?—Of course the elected members' powers cease when their year of office is out.

788. Then for the next year the ratepayers would be unrepresented?—They would.

789. And you would suggest that in cases of that kind, if there was any amendment in the present law, those elected for the previous year should remain members of the Board for the next year?—That was my idea; it is only a very crude one, but it has occurred to me.

790. Would you approve of admitting a number of tenant farmers members of the Board according to a certain rental paid by them, say that every tenant paying a rental of 200 *l.* a year should have the right of being a member of the Board, without being elected?—I should think that any rule of that kind might be very useful.

791. You think that would be better than the present plan?—Perhaps it would, only there are very useful men who come into the parochial boards who know a great deal about the circumstances of the poor, who are not tenants of 200 *l.* a year, and who have not means at all equal to that.

792. It is only the tenants in the parish who elect these elected members, I believe?—No, the ratepayers generally; occupant ratepayers and proprietors under 20 *l.* a year.

793. Before the present Act was passed, I think you mentioned that a pauper had the right of appealing to the Court of Session in the case of inadequate relief; are you aware whether the decisions of the Court of Session were generally in favour of larger allowances to the paupers than are given now-a-days by the local parochial boards?—I only knew one or two cases, and the sums allotted by the Court of Session were something that I thought quite absurd; I remember that 6 *s.* or 7 *s.* was given in one case to a pauper, more in fact, than some of the labourers were making.

794. You say that these large allowances were the rule on the part of the Court of Session?—There were very few cases that came before the Court; the parties generally were willing to compromise matters before they arrived at that stage.

795. What is the weekly allowance for each pauper in Scotland, leaving out the lunatics?—It is a very difficult thing to say; if you took a certain case, I could state it. Supposing the case of a poor woman, for instance, a widow who has no resources but what she receives from the parish, who may or may not have house-rent to pay, and who is capable of going about gathering sticks, and getting any little thing in for herself, I should say that it should be about 2 *s.* a week for a woman, and 2 *s.* 6 *d.* for a man, under the same circumstances.

796. Do you think that 2 *s.* or 2 *s.* 6 *d.*, or (as it has been in some cases, I think) 1 *s.* a week, is sufficient to keep soul and body together?—I think so. If you were to go very strictly into that, the quantity of meal that an able-bodied man who is in full work requires to maintain himself is something about 2½ lbs. a day, that is about 2½ pecks a week; and that is reckoned, from inquiries that have been made with respect to that, to be sufficient for an able-bodied man. Then for a person who is not in hard work, say for a woman, perhaps a peck of meal is reckoned sufficient, a pound a day. Now, if you turn that into money, you will find that 2 *s.* a week is perhaps sufficient.

797. What I want is, to ascertain whether there is not a great deal of voluntary charity in Scotland given to the really registered poor, as well as the assistance they get from the Boards?—I think there is hardly any case of a pauper who does not get some assistance, in addition to what he receives from the parish.

798. You think that is generally the case?—Generally the case; particularly in country parishes.

799. A great deal has been said about the church-door collections; I am not sure whether I understood you to say that the kirk sessions are obliged to give up by law the whole of the sums collected at the church-door collections to the parochial boards?—No. I think I stated that the church collections were entirely at the disposal of the kirk sessions; they are not obliged to give any portion of them to the parochial board; the only obligation is that, if the heritors in the parish choose, they may call for an account of how they have applied them.

800. Mr. *Fordyce.*] Are they not bound to intimate to the Board of Supervision the manner in which these collections are disposed of?—I think not.

801. Mr. *McLagan.*] Was it not a rule before this Act was passed, for every Presbyterian congregation to support its own poor belonging to the congregation?—Not a rule at all; it was, as you know, Dr. Chalmers's theory, that each congregation should support its own poor, and I know

know it was tried. The clergy in some of the parishes were very anxious to establish that system if they could. In the parish with which I am connected, Dr. Clarke, who was the minister of the parish, for some time supported all the poor of the Established Church out of the collections; and the rest, the secession poor, and the lunatics, and cripples, and that class of paupers, were supported from an assessment; but he tried as far as he could, and succeeded in supporting all the poor belonging to the Established Church out of the collections at the church.

802. Have the seceding congregations no poor of their own, or do not they support any poor of their own?—I am not aware; I do not think they have.

803. Then when the Free Church left (because it was in existence before this Act was passed) did they not support their own poor?—The Free Church could hardly be said to be properly in action at the time when this Act was passed. The secession, as you know, took place in 1843, and they could hardly have formed their body sufficiently by 1845, certainly not organised themselves in such a way as to make arrangements for supporting their poor; and I do not think they did.

804. Are you aware whether any Free Church congregations, or United Presbyterian congregations, make collections for the poor belonging to their congregations?—I cannot state one way or the other. The general impression is that most of the funds that are collected in the Free Churches and in the United Presbyterian Churches go to the support of the clergyman.

805. I believe these church-door collections now are devoted very often to the education of children and those who are not on the poor's roll?—It may be so, I cannot say exactly; but I daresay it differs very much in the different parishes.

806. Also to giving relief to those deserving poor who have not applied for any relief to the parochial board; are you aware whether the funds are ever given for that purpose?—I should hope that they were; it is a most proper means of disposing of the church collections, if they are so applied.

807. And are they not generally put into the discretionary power of the clergyman to dispose of to the sick poor in the parish for buying any necessaries, like wine and so on?—In particular parishes it may be so, but in many parishes the church collections now are merely nominal. I believe in some parishes they have given up collecting in the church altogether.

808. Sometimes it is about 10 *s.* or 9 *s.* a week?—Yes.

809. If, as you say, the poor-houses are a test, could you say whether they have at all tended to keep down the rates?—My impression is that they have.

810. The increase in the rates collected for the poor is attributed very much to the expense of management of the poor-houses; that is one of the items?—That is one of the items.

811. Then do you think that the benefit derived from the poor-houses, as a test in keeping down the poor rates, has been counterbalanced by the expense of keeping up the establishment of the poor-house?—I think it has.

812. Has the Board of Supervision ever taken any cognisance of the place of birth of the paupers?—I do not think that they have done so especially.

813. I have heard it stated that in one particular parish, while the number of paupers altogether was 4,000, 1,200 were Irish; is that consistent with your knowledge that such a proportion prevails in any parish in Scotland?—I could not speak as to that; I know nothing about it.

814. I think you stated that house rents were put in as a part of the allowance to the paupers in kind; are the parochial boards bound to give houses to paupers?—No; they are obliged to find them, as a part of their support, with what will secure them a house, but not bound to find them houses.

815. You have mentioned the cases of travelling paupers being attacked by fever; is it usual to send such cases to poor-houses?—Occasionally; you know they are not capable of being removed.

816. Is it not usual to remove them to the infirmary?—It would, perhaps, be better to send them to the infirmary; but if a man has broken his leg, for instance, he would be taken to the poor-house.

817. Mr. *Parker.*] Does the Board of Supervision take any cognisance of the education of pauper children in the several parishes?—A part of the relief is that the children should be educated, and the parochial board are bound to provide for the education of the children.

818. Is there more than one mode in which they provide for the education of the pauper children?—They can only provide for them by sending them to the parish school, or something of that kind.

819. They are in no case sent to special schools for pauper children only?—No; I am not sure whether, in some of the larger poor-houses, they may not have schools for children, but in the smaller ones they are just sent to the parish school (Nairn, for instance); but there are not many children generally in the country poor-houses; in others their education is paid for by the parochial board where it is a case of out-door relief.

820. At the parish schools they are on the same footing as any other children there, except as to the payment of their fees?—Yes, just on the same footing.

821. You cannot say, perhaps, whether in towns there is any exception to that rule as to the education of paupers?—No, I cannot say that, but it is one of the things on which the Board of Supervision has constantly insisted that education should be provided; there are a great many difficult questions with respect to Roman Catholic children, and that has been one of the most disagreeable things that the Board of Supervision had to do with; objections were made to the children being sent to the parochial school, and then the question was, how they were to be educated; it was a very difficult point.

822. Where the parents are in the workhouse, with whom do the children live when they attend the school?—You cannot send the parent to the workhouse without sending the children.

823. Then the children would also live in the workhouse, and attend the parish school?—Yes.

824. No attempt has been made in any case to separate them entirely from pauper parents?—The Board of Supervision would hardly allow

Mr. *W. Smythe.*

13 April 1869.

children to be taken from their parents without the parents' consent.

825. There is no school in Scotland analogous to the separate schools, as they are called, at Stepney, for instance?—There are industrial schools, but of course the parent is the guardian of the child, and may determine what its fate is to be; there are ragged schools and industrial schools in various places, but you cannot take the child out of the control of the parent.

826. And in the case of a child of pauper parents, up to what age would its education, as a general rule, be continued?—In Scotland, a girl is reckoned to be emancipated at 12, and a boy at 14; and after that, if they can find in any way any means of providing for themselves, they are at liberty to do so.

827. And if they find no such means, do the parish authorities inquire for them?—Well, they would try and get them to service, or so as to do something for themselves.

828. Supposing they failed in doing so, would the education of the child be continued?—I think that it would; they would allow it to continue at school and pay for its education; but they generally try to make these children earn something for themselves.

829. Mr. *Hamilton.*] You have expressed a strong opinion against the possibility of a national rate, or enlarging the area of chargeability; would the same objection in your mind apply to throwing a portion of the expenditure on an enlarged area or a national fund, such expenses, I mean, as the expense of lunatics, or infirmaries, or medical relief expenses, which could not be jobbed in any way?—I see no objection to lunatics being so paid for.

830. Or the whole of the medical relief and infirmaries?—No, I cannot see any great objection to that.

831. *Chairman.*] There were some questions asked about vagrants, and I think you were not allowed an opportunity of making a suggestion; but I rather inferred you had considered the matter; could you suggest any kind of legislation which, without introducing the relief of able-bodied poor, might mitigate the evil of vagrancy?—No, I cannot; it is a problem which, I think, is most difficult to solve.

832. You see no way out of the difficulty except adopting the English system?—No.

833. I think the Solicitor General, in one or two questions which he asked you, rather put an answer into your mouth with regard to the object of the Poor Law. Do you not think it the duty of the Legislature, in legislating on matters of this kind, so to frame its legislation that, as far as possible, it may not merely deal with the right to relief, but that it may encourage providence and self-support to the utmost?—I think it most desirable that the Legislature should, in any legislative measures, do all that it can to encourage providence; but it is a difficult matter to legislate upon.

834. But I understood that, in the course of the questions put to you by the Solicitor General, he rather led you to give evidence to the effect that the Poor Law Act was passed for the sole purpose of giving an absolute right of relief to those who are considered its proper objects under the Act?—To establish their legal claim; but of course the Administration should be directed as much as possible to encourage habits of providence, and to prevent persons becoming paupers.

Friday, 16*th April* 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. Hamilton.
Mr. Loch.
Lord Advocate.
Mr. McLagan.
Mr. Miller.
Sir Graham Montgomery.
Mr. Parker.
Mr. Arthur Peel.
Solicitor General for Scotland.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., IN THE CHAIR.

Mr. PATRICK FRASER, called in; and Examined.

Mr. *P. Fraser.*
16 April 1869.

835. *Chairman.*] I BELIEVE you are Sheriff-depute of the county of Renfrew?—Yes.

836. And as such you are a member of the Board of Supervision?—I am.

837. How long have you occupied that position?—More than seven years.

838. You have been in that position since 1862?—Yes.

839. Have you any knowledge of the management of matters by the Board of Supervision before that time?—None whatever, except what I have learnt from the minutes of the Board.

840. What is your experience of the attendance at the Board of the various members since you have been a member of it?—During these seven years I was associated with Sir John McNeill; Mr. Edward Gordon, the late Lord Advocate of Scotland, who was sheriff of Perthshire; and Mr. Shank Cook, who was sheriff of Ross-shire. We have 52 stated meetings in the year, and of these meetings Mr. Cook attended every one, except when he was absent upon official duty in Ross-shire. For the year 1862 he attended 40 meetings; 1863, 41 meetings; 1864, 42 meetings; 1865, 43 meetings; 1866, 44 meetings; 1867, 40 meetings; and in 1868, 43 meetings; and he died recently.

841. What was the attendance of the others?—Mr. Gordon, the sheriff of Perth, attended in 1863, 34 meetings, and in 1864, 31 meetings, and he was appointed Lord Advocate in 1866, and only attended 16 meetings in that year, and ceased to be a member of the Board. In 1863 I attended 35 meetings; in 1865, 31; in 1866, 32; in 1867, 31; and in 1868, 33 meetings. In justice to myself and Mr. Gordon I must add that we required more frequently than Mr. Cook to hold courts in our counties, and were therefore oftener absent from Edinburgh. Besides these ordinary meetings, which generally last about three hours or longer (three hours on the average), we had extra meetings, and we had consultations without formal meetings in the court; or sometimes the secretary had consultations with the sheriffs in the Parliament House.

842. That would be besides those numbers which you have just given?—Yes.

843. The sheriffs are paid members of the Board, are they not?—Well, if you call 150 *l.* a year for our labours payment, we are paid.

844. It was only 100 *l.*, I believe, at first?—Only 100 *l.* at first, and it was made 150 *l.* recently.

845. When was the increase made?—In 1867, when our work was nearly doubled by the Public Health Act.

846. You have stated the attendances of yourself and your brother sheriffs; can you give the Committee the number of attendances of other members of the Board; have you any memorandum of that?—Except in the case of Mr. Smythe, and the late Solicitor General, Mr. Millar, we have really had no attendance from any other members of the Board. When we are away upon official duties in our counties, Mr. Smythe was sent for, and he attends in order to make up the quorum during the autumn and sometimes in the spring vacations.

847. What is the quorum?—The quorum of a committee is two, the quorum of a Board is three.

848. Then is he sent for to make up the quorum of a Board?—Of a committee; he and the chairman; then upon the return of the legal members from their sheriffdoms, the whole of these proceedings are overhauled by the Board and confirmed, or at least usually confirmed.

849. Are these 52 meetings of the Board held one in each week, or is it merely that there are 52 meetings distributed unequally throughout the year?—No, they are held upon one day, on a Thursday.

850. In each week?—In each week.

851. I understood you that at certain periods of the year committee meetings dealt with the business, and that these are afterwards reported

Mr. *P. Fraser.* —— 16 April 1869.

to the Board?—When a quorum of the Board does not meet, that is to say, when there are only two, they sit as a committee, and that committee does not bind the Board until their resolutions are confirmed by the Board.

852. That is to say, if on any Thursday only two members attend, they proceed to deal with the business but only as a committee, and then get their proceedings confirmed the first time they can get a quorum of the Board?—Yes.

853. There are two members appointed by the Government, are there not?—Mr. Smythe and Sir William Gibson Craig.

854. What are the attendances of Sir William Gibson Craig?—Except when specially sent for on an emergency in consequence of our absence, he does not attend. I believe that he has a good deal of official duty otherwise, and he does not attend except on an emergency.

855. Mr. Smythe's attendance would only ensure a committee when you are away on your duty?—Just a committee, if all the sheriffs were away at once.

856. Does the Provost of Edinburgh not attend?—I have seen him three or four times, but not as a rule.

857. Does the Provost of Glasgow?—No; I never saw him there.

858. Or the Solicitor General?—Yes; the late Solicitor General, Mr. Millar, was nearly constant in his attendance, and in every case where papers were circulated for opinion of the legal members, he, during his period of office, regularly gave the Board the benefit of his written opinion. The present Solicitor General stated that if we differed in opinion upon any question of fact, he would be happy to give us his assistance, and recently we did differ upon an important question of fact, and sent the papers to him, and he returned them with a written opinion. We resort to him when we differ among ourselves.

859. Then the business of the Board, practically, is carried on by the Chairman and the three sheriffs?—Exactly.

860. The business is conducted in the ordinary manner by an *agenda* being prepared for each meeting?— Yes.

861. Is there any particular part which the sheriffs take, as being legal members of the Board; do they moot overtures, or does the Chairman do that?—Each of us, as it occurs to him, suggests anything for the consideration of the Board. It was I that suggested the Public Health Act, for example, and we made a minute upon it, and requested the late Lord Advocate to bring in a measure abolishing a number of statutes which it was difficult to work, and consolidating the Public Health Acts; but the legal member's work consists chiefly of this: very frequently cases of difficult points of law occur; we have not time to discuss them at the meeting, and we have not proper books to consult, and so these are, by minute of the Board, circulated among the legal members; these papers come round in little black boxes, sometimes three a week, and we are required to give our written opinions upon those questions of law, which we do; the senior sheriff, who happened till lately to be Mr. Cook, and who now is myself, has to write the first opinion; I see that since the month of June 1868, I have written 151 of these legal opinions for the Board; if we are unanimous, that legal opinion guides the Board, and we communicate it to the parties in the country who consult us; if we are not unanimous, and if we think it to be a point of difficulty and of great importance, regulating large interests, we prepare a memorial for the opinion of counsel, who are generally the ex-Lord Advocate, the present Lord Advocate, and a junior counsel; we endeavour in that way to tell the various parochial boards through the country what the law is, and how to administer it.

862. Is not the Solicitor General brought in if there is any difference of opinion among the sheriffs before you ask the opinion of counsel?—Yes, we ask his opinion too, but he is a member of the Board, and is not consulted as counsel.

863. He is consulted like the sheriffs?—Always; if we differ in opinion the papers are sent to him.

864. Not otherwise?—Not otherwise, since the appointment of the present Solicitor General. He put the matter to us thus: that, besides a large practice and Crown business to attend to, he had Parliamentary duties which called him away from Edinburgh, and that he could not efficiently work as a member of the Board unless he constantly attended, which he said he could not do. In these circumstances we were very glad to compromise with him, by his giving us assistance when we differed in opinion.

865. In fact, the sheriffs deal with all legal questions coming before the Board?—Yes.

866. The Solicitor General is not consulted?—He is not necessarily consulted unless we differ in opinion.

867. And if you differ at all in opinion, then you say it goes in the ordinary course as a memorial to counsel for their opinion?—Yes, if the subject be of such importance and interest as to justify the incurring of that expense.

868. What is the general nature of these cases; are they cases of settlement, or are they upon legal questions that come before you?—I have a number of them here; questions as to the construction, for example, of this Public Health Act, it being a new Act; as to the powers of the local authority; their powers of assessment; what constitutes a nuisance; and, for example, a very important question has lately been stirred, and which we must bring to judgment, namely, have we any power to prevent the pollution of rivers under the statute in Scotland?

869. But these are not matters connected with the Poor Law?—They are not matters connected with the Poor Law. But connected with the Poor Law there are cases of this description as to how children, for example, are to be educated; as to the powers of parishes in making assessments; as to the validity of resolutions passed by parochial boards; as to removals from one parish to another, or to England or to Ireland; as to the food or treatment of paupers; as to charges against inspectors, or governors of poor-houses, or medical officers; as to vagrants, casual wards, escaping from poor-houses with the pauper clothes; these are a few of the things that occur to my memory at the moment; but, in fact, we have almost every sort of question that can arise under the statute. Then a very troublesome question is, how you are to deal with children of Roman Catholic parents. We had this question put to us the other day: a person in wealthy circumstances offered to take the child of a Roman

Roman Catholic father and a Protestant mother, and adopt it and bring it up and set it out in the world—the question arose whether we had the power to authorise that, the rule being that the child should be brought up in the religion of its surviving parent, who happened to be, I think, the father in that case.

870. These are questions that are brought before you by the local board?—Brought before us generally on letter. That constitutes one of the troublesome parts of the case, because no agent sends you a proper memorial; one has to work it out for oneself; you get it in a letter from the inspector generally.

871. Then you think the practice inconvenient at present?—The practice is inconvenient in this respect, that it causes a great deal of trouble to those who have to give the opinions, but it is very economical for the parochial boards, who are not obliged to have a regular memorial prepared by a man of business.

872. Would these cases that you refer to generally be numerous in the course of a year?—Yes, they have been. Of those 151 legal opinions which I have given within the last 15 months I think 127 were upon the Poor Law.

873. Do you generally come to an agreement, or do you often have to go before counsel?—We generally avoid going before counsel, because that comes to be very expensive; and if we differ in opinion we argue the matter over again, and one yields, or we go by the majority. There are three of us, and if the Solicitor General happens to agree with any two, that is such a preponderating majority that it carries the day.

874. Then you are not compelled to take counsel's opinion if you differ?—No.

875. You may arrange to take the opinion of the majority?—Yes.

876. Upon whom falls the cost of these memorials to counsel when you do not agree?—They are paid by the Exchequer; certified in proper course, in the expenditure of the Board.

877. That goes under the Board expenditure?—Under the Board expenditure in Edinburgh.

878. Do the questions of allowances to paupers which come before the sheriffs come before yourself as sheriff depute or only before the sheriff substitute?—If I am in the county they come before me; I have often to deal with these cases.

879. You have had some experience then of them?—Yes.

880. What is your experience generally, of the nature of these applications?—My experience is, that the sheriff is utterly unable to get at the truth, that he is in one-half of the cases imposed upon by a whining story; that he in a great many cases grants an order for interim relief which he ought not to grant, and that the parochial board, instead of entering into litigation, as to whether a particular person is a pauper or not, yield the point and give the pauper a small rate, or offer the poor-house, and then the jurisdiction of the sheriff is ousted, and it comes under the jurisdiction of the Board of Supervision to whom the pauper may complain of inadequate relief; for example, instead of entering into a litigation with the pauper before the sheriff, the parochial board give the pauper sixpence, believing that he is not entitled to parochial relief, but is shamming; then he complains to the Board of Supervision, and we make inquiry into the circumstances, and pronounce judgment, either confirming the parochial board's judgment and dismissing the complaint, or calling upon them to increase the allowance.

881. In your experience, knowing the two stages of the proceedings, namely, first before the sheriff, and then before the Board of Supervision, do you find that the Board of Supervision have any better means of getting at the truth of the case than the sheriff has?—I think they have in this respect; if the sheriff exercises all his powers and summoned the parties before him, he might get at the truth, though not so well as a board not tied down by the rules of evidence in civil courts as a sheriff is. The system is so thoroughly organized on the part of the Board of Supervision, and so complete in respect of our mode of getting information without the formality of judicial procedure, and without being obliged to rely, as the sheriff is obliged to rely, upon legal evidence, that, I think, we can get at the truth better than the sheriff can. Sitting as a sheriff, and dealing with that class of cases, if I required proof, I would be bound by the law of evidence; my judgment would be subject to the review of the Court of Session, and unless I followed the law of evidence, my judgment would be altered. But in an administration of this kind of law, one ought not, I think, to be bound by formal rules of evidence; and if we can get information in any way, we follow it at the Board of Supervision.

882. But I gather from your statement that there are a great many cases in which sheriffs may order relief to the poor by which an undeserving person gets upon the roll?—Yes.

883. When he once gets there, the only thing that can happen is, that he may apply for increase of relief; but if that increase of relief is not allowed, the Board of Supervision cannot go further, and go into the question, whether he is legally put upon the roll or not?—No.

884. He remains there even for the 6 *d.*, which may be the allowance?—He does; I think that a blot; I do not think that when the sheriff has put a man upon the roll it should be conclusive that he is a proper subject of parochial relief. In reference to my statement, that I think a great many men are put upon the roll of paupers not being entitled to it, I may say that I think that that is increasing; and it arises from a good many causes. In the first place, it saves trouble to an inspector of the poor, when an importunate applicant comes to him and demands relief, instead of inquiring into the whole of his circumstances to give him 6 *d.* and get rid of him. He is bound by the rules of the Board of Supervision to visit every applicant at his house and make inquiries into his condition; but in a great many instances that is not done, and I do not think that the Poor Law is properly and thoroughly administered by the inspectors. We have a kind of supervision over them through our superintendents, but it is insufficient. I will explain what I mean if you will allow me by reading one or two passages from the excerpts from the half-yearly reports which we get from our general superintendents conveying information useful to the Board. A pauper himself perfectly able to earn his livelihood frequently gets upon the roll, but you also find persons who have wealthy relatives getting upon the roll, and persons whose relatives are bound, even according to the law of Scotland at the present moment, to support them getting on the roll; and the excerpts that I am going to read

Mr. *P. Fraser.*

16 April 1869.

have reference to both of those cases. This is what Mr. Briscoe, the General Superintendent of the Northern district, who is now dead, says of Wick in 1863: "A pauper who has a brother (single) with house property worth 150 *l.* a year;" that is one case. In the same parish, "A man and woman relieved, his brother is a member of the Board, has house property worth 20 *l.* yearly, a farm 30 *l.* rent, is a carter with good means, and only pays for their lodging." Then in the parish of Latheron, "A woman, her son an elected member of the board, who personally advocated her case," at the Board. Then Latheron again, "A woman had for many years been a servant to her brother-in-law, and when she was unable to work he turned her out of his house." "*Thurso*, a pauper, his father a supervisor of excise, and a brother-in-law a county valuator, a factor, and a person of considerable wealth." Now that man's brother-in-law, who is a county valuator, a factor, and a person of considerable wealth, is not, by the law of Scotland, bound to aliment his brother. In the parish of Rosemarkie, "A pauper who has a son, a gardener, his wages more than 100 *l.* a year"; *Loth*, a pauper, one son a steward on board an ocean steamer, another son a steward on board a Clyde steamer"; in the parish of Creich, "A pauper, a brother a slater, a brother a crofter, with cattle, a brother a cattle dealer, laying out often 500 *l.*"; "Kincardine, a pauper, son a serjeant of police; a pauper, 90 years old, has a son nine years old"; "Edderton (this is the northern district, Mr. Briscoe's), "a pauper living with three nephews, all single men, and earning wages; a pauper, three sons labourers, a son a watchmaker, a step-son a tailor, a step-daughter married to a flesher." Then here is another in the parish of Rosskeen, Ross-shire, "A pauper, brother a flesher, brother a gamekeeper, brother a farmer, with sheep worth 1,000 *l.*" Then, in the parish of Killearnan, "A tailor was sent by his parochial board to an infirmary; he recovered, and was enabled to resume his business; he earned good wages, but refuses to support his mother, who is a pauper." That is one report of Mr. Briscoe's.

885. Mr. *Loch.*] Is that all in one year?—That is all in one year, 1863.

886. *Chairman.*] And in one district?—And in one district; that is Caithness and Ross-shire alone.

887. Lord *Advocate.*] These relationships were legitimate, I assume?—All legitimate, otherwise it would have been stated. Now, as illustrating instances where you have impudent claims for parochial relief, I find cases like these, "A man, a servant with his brother, a crofter, who has three cows, and pays 8 *l.* rent; an able-bodied woman for her daughter (15), this girl at service, goes on the roll; an able-bodied woman (37) for one child" goes on the roll. That was perfectly improper, because it is the law, and decided by the courts, that an able-bodied woman beyond the period of nursing can support one child, and therefore relief ought not to have been given there. "An able-bodied woman (50), with her son a joiner; a widow, aged 82, two sons shoemakers, son a joiner, son able-bodied, with her, two daughters married to tradesmen." "A man, son-in-law a writer to the signet, and who has landed property; a widow (60), healthy, four sons ploughmen, one able daughter; a widow, son an exciseman, salary 120 *l.* yearly; a widow, two sons waiters at hotels in Edinburgh, and five able-bodied (single) daughters, in constant employment, living with her; a man, son-in-law a tenant, rent 120 *l.*; a daughter of a member of a Board, who is well able to support her." Now, without going very much further into details, allow me just to give one or two. Here is from Mr. Briscoe again. He says: "There is a widow (80) on the roll whose husband had been in the same parish a schoolmaster for 52 years; I suggested to the inspector to recommend his Board to state this case to the society to which the schoolmaster belonged." Here is another: "A blacksmith in good business and having land, complained to me that his father and mother (80 and 68) who lived by themselves near him, allowed their fowls to trespass upon his land." "A lunatic is boarded with a stranger; her daughter, who is well off and living in a neighbouring island, has not seen her mother for 26 years." Now here is the report for 1863 of Mr. Falconer, superintendent of the southern district. He was obliged to resign from bad health.

888. *Chairman.*] Will you tell the Committee, before you read that, what the southern district includes?—The northern counties include all above Aberdeenshire, if you draw a line across Scotland. It is scarcely divided in that way: it is divided according to the lines of railway; Mr. Walker, the chairman, will be better able to explain it to you. I believe he is going to be examined. The southern district is below the line drawn across Scotland at Aberdeenshire.

889. Then you have two divisions?—Yes; Mr. Falconer, who is the superintendent for the southern district, says this: "There can be no doubt that poor parents are frequently neglected by children who might contribute something for their support. Assistance given to parents is however concealed, from a dread that the allowance from the parochial board may be withdrawn or reduced. The cases which are carried by parochial boards before the Sheriff Court, requiring from children assistance to their parents, frequently end in disappointment; the cases are not always sufficiently strong. A son is called upon, whose earnings, large at a particular season, are not continuous, or who has a family to support. If a son is determined to refuse liability he changes his residence, and he is rarely prosecuted with any advantage. Extravagance in dress and low wages prevent a daughter in service from giving assistance to a parent." He says, "A case of neglected moral duty has been brought under my observation in a clergyman of the Established Church of Scotland, unmarried, allowing a widowed sister with a family of three young children to receive parochial relief of 3 *s.* weekly."

890. Mr. *Ellice.*] Were they legitimate children?—Yes, certainly legitimate: "a widowed sister, with a family of three young children, to receive parochial relief of 3 *s.* weekly." "In Kilninver and some neighbouring parishes in Argyllshire, I observed cases of distress from the refusal of paupers to enter the poor-house at Oban, and the consequent withdrawal of aliment." Mr. Falconer also reported in 1860 "Many cases present themselves where relatives in good circumstances could and should give assistance or support. Prosecution by the parochial board before a civil court, of young men for the support of parents has not generally a favourable

favourable result; the party against whom a claim is raised changes his residence, or pleads inability to pay. Boards probably do not carry before the sheriff cases which are sufficiently strong to ensure a conviction; an adverse decision being given, it is considered more expedient to pay to a pauper a small weekly allowance than to reappear in court." Now I say that this utter hardness of heart on the part of near relatives as to the support of their impoverished relatives is quite general. Then, too, there is the shameless impudence with which people capable of working for themselves apply for relief. In these reports, although I have not read them to you, there are instances of men almost able-bodied, at all events perfectly capable of earning their subsistence, applying for relief; and there are cases mentioned there of paupers who have got relief, and upon their death sums of 50 *l.* and 60 *l.* have been found secreted in their houses.

891. *Chairman.*] I think that these facts were brought out as early as 1853; I do not know if you recollect the special report for Caithness-shire, made by Sir John McNeill himself, in which he reports similar facts at that time?—Yes, I do; but I am giving you a history subsequent to the period of which Sir John McNeill spoke.

892. I think, too, that Sir John McNeill recommended then, as the only remedy, to pursue the relatives before the court, and compel them to support their pauper relatives?—Yes.

893. I take it from the instances you have given that that remedy, though a remedy in law, is practically nugatory?—It is, and I would recommend, therefore, to you to alter the law. The continuance of this lamentable state of matters arises from a defect in the law, and that defect consists in two things: *first*, the non-liability of all in the collateral line to support relatives; no brother is obliged to support a brother or sister or brother-in-law or sister-in-law; the only liability for aliment is in the ascending and descending generations. Now, I would not propose to alter the law which exempts the collateral line from liability to support as between the relatives themselves, but in a question of relief under the Poor Law you must have exceptionable legislation, and I say that it is a scandalous thing to see people paying rents of 300 *l.* a year allowing their brothers or their sisters or their aunts, as you find in these reports, to be upon the roll for parochial relief; and therefore, in a question as between any person and the parochial board seeking relief for aliment administered, it should be no defence that the defender is in the collateral line. The *second* defect, as I think, in our law is this, and it is that which has created the miscarriage in those prosecutions, which can be made under the existing law; prosecutions, that is to say, against a son to support a father, or against a father to support a son. The fathers appear (or the children appear) and plead inability to pay the sum of money claimed by the inspector of the poor as having been paid for the pauper's support; that they have seven or eight children to support, and that their wages are only 19 *s.* or 1 *l.* a week, and that they are totally unable to support their children in family with themselves, and therefore cannot support their pauper relative; and they begin whining and crying, before the sheriff; and the sheriff generally in all these cases (what else can he do, unless in a very clear case?) sustains the plea of inability to pay. I was sitting some short time ago, holding a small debt court at Pollockshaws, when there was brought before me an action at the instance of an inspector of the poor, against three children, one of them a lad 24 years of age, and two daughters 22 and 19, who were receiving 3 *l.* a week, and they were unmarried, and the relief had been afforded to their own father. They began in that case telling how they could not live upon those 3 *l.*, or afford a farthing for their parent. I had no difficulty there whatever in repelling that plea and granting decree. Now what I would submit as a useful reform here would be this, to abolish in any question as between the parochial board and the person liable in aliment the defence of inability to pay. Make it simply a *debt* like any ordinary debt where the pursuer is entitled to get decree at once, and let him work it out at his leisure; give to the inspector of the poor his decree and let him bide his time. There may be a prosperous occasion when wages are increased, and when he can put in an arrestment. The *third* proposal that I would make would be this, to give to the local board powers of arrestment of wages, not now possessed by any ordinary creditor. You cannot arrest wages, except the surplus is beyond what is necessary for a man's own subsistence; and it is so difficult working out that law, that really wages are not arrestable at all. I would therefore propose this, that there should be no such limitation with regard to inspectors of the poor, at least to the extent of 1 *s.* a week; fix it at something or other, so as to make these people learn the legal obligation, if they will not attend to the moral duty, of supporting their relatives. I think if you made those three alterations in the law, you would enable that suggestion of Sir John McNeill's to be carried out to practical effect; but at present it is unworkable.

894. Do not you think that such a power, if given to the inspector, might be worked very harshly in many cases?—Inspectors are under the strait jacket of public opinion; they are under the control of their own Board, and any case of that kind in the present day would be immediately exposed; there is a city of refuge open, at all events; there is a complaint to the Board of Supervision, and the inspector's conduct is at once inquired into, and you give no more powers of oppression than you give to every creditor who has got a decree against his debtor.

895. But I think the evidence you have given shows that public opinion is not very strong, if it does not prevent even ministers allowing their relatives to come upon the roll?—That is perfectly true, but you must create a public opinion; you must compromise between the advantages and disadvantages. No doubt that power given to an inspector may be abused; on the other hand, look at the tremendous evils which you have to combat, and if you find such cases as these admissions to the roll without proper inquiry, and these unfounded demands for relief, and this shameless disregard to moral duty on the part of relatives, you must pass some strong measure to make people do their duty, and it is no very strong measure after all to elevate liability to relieve a parochial board for the maintenance of a relative into the category of debt.

896. Will you inform the Committee what course the Board of Supervision adopts when these flagrant cases are brought before them by the reports of their own inspectors?—We can

Mr. *P. Fraser.*
16 April 1869.

do nothing further, except simply to tell the inspectors to prosecute the relatives.

897. You have no power to desire them to refuse relief to such parties?—No; you will observe that the only power, as I have stated already, which we have, is not to order them to be struck off the roll of paupers, for we cannot do that, but just simply to reduce the allowance given.

898. Would you not think it a better modification of the law to give that power to the Board of Supervision rather than to leave the absolute power of pursuing the relatives in the hands of the local inspectors?—I cannot advocate the putting any further labour on the Board of Supervision, for we have enough already; and I think it is a question whether you might not leave the whole matter in the hands of the parochial board itself, or a selected committee of it, to say who shall be put upon the poor's-roll. They know better the circumstances of the case than the sheriff can do, or any other person.

899. But I think the law of 1845 took away that absolute power on the part of the local board?—It did.

900. And placed it to a certain extent in the hands of the Board of Supervision, or purported to do so?—Yes.

901. And do you think it desirable to maintain a Board of Supervision to sit quietly and receive these astounding reports that you have just read to the Committee, and do nothing?—If they did nothing but that, of course there would be no use in their meeting; but it is very hard to read these things and have no remedy except these ineffectual prosecutions. I have suggested remedies to you that I think would be more effectual than giving the Board of Supervision power to strike a person off the roll. Suppose you do strike persons off the roll, on the ground that they ought never to have been there, there is an outcry immediately against this harsh and hard-hearted administration of the law; but there can be no outcry at the just prosecution of a relative for refusing to do his duty.

902. But, is it not the fact that very often the local boards think it cheaper to continue these cases on the roll, rather than go to law?—It is so; and these reports testify to that.

903. Still you recommend the remedy of law as the only means of meeting these cases?—I recommend the remedy of an improved law. The boards will not go to law at the present moment, because every step they take is surrounded with pitfalls, and they are thrown out of court; the sheriff finds that the defender is unable to pay, and dismisses the complaint with expenses against the Board; but if you tell the sheriff that he must grant decree upon proof being made of an advance having been given for the pauper, and leave him no power at all, then you will find every one of these relatives prosecuted.

904. But would not some such power be better as would lead the local board to turn these parties off the roll?—Let the local board have the power of doing it.

905. You are suggesting rather that they should bring an action and recover the aliment from the relatives as a debt, leaving the parties still on the roll, as I understood you?—No, I added to that, that a selected committee of the parochial board should have the power of striking these parties off the roll, if they pleased. You seem to think that the proper authority to deal with that would be the Board of Supervision. Now, I do not think that that control should be given to the Board of Supervision, because, in the first place, it has enough to do already, and in the next place if that kind of thing is to be done, it should be done by persons who are on the spot, who know the paupers, and will take the responsibility of putting them off; it is charity, you see, that you are administering when the matter is properly considered; and the neighbours and acquaintances of the paupers should bear the responsibility of saying to whom it shall be administered.

906. It is suggested to me, that I should ask you this: when a pauper is put off the roll under the suggested new law, how would he be maintained?—He must maintain himself by work.

907. *Lord Advocate.*] He would be an object of parochial relief but for the relatives that ought to support him?—Yes.

908. If they do not support him, what is he to do?—The cases that were in my mind at the time that I said that the parochial board or a committee of it should have power to put a man off the roll were cases of shamming weakness; there are numbers of cases of that kind: but if the ground were, that he had relatives able to support him, I should say that no parochial board should have the power of compelling him to prosecute these relatives. Until recently, until all kind and good feeling seems to have expired, the parochial boards had a means of compelling these relatives to support a man, namely, putting the pauper in the poor-house or offering the poor-house test; but that has become ineffectual lately. In regard to that numerous class of cases where a man shams, the parochial board, I think, ought to be entitled to take upon themselves to put him off the roll, assigning a reason, that they have got a medical certificate that he is fit for work, and that there is work in the parish.

909. *Chairman.*] Then you would give them the power of absolute dismissal from the roll in the cases where there was shamming?—Yes.

910. In other cases you would not allow them to strike a man off the roll, but you would give them a power of recovery against the relatives, which power of recovery should be used whenever the parties were in a position to pay the debt?—Just so. Only, as I have already said, I would not allow the sheriff to sustain the defence of inability to pay.

911. Do not you think it might be desirable to do away with the applications to the sheriff for getting on to the roll, as you seem to indicate that in very many cases the sheriffs are not able to fathom the case?—It is a very difficult question. I think that the sheriff is not a good judge of these cases. I state so from my own experience. Some of my friends may be better in diving into the facts of a case than myself; but I have found myself cheated so often by the plausible story told, that I think it a bad tribunal. The pauper tells a lying story to the sheriff to the effect that the inspector has refused relief, whereas he has offered the poor house, which fact the pauper conceals; that she (if the pauper be a female) has two or more dependent children, whereas (the children being illegitimate) the fact is that they are maintained by the putative fathers, which facts (known to the inspector) are concealed from the sheriff, and so forth; the result being that the sheriff grants an order for interim relief, which can only be got rid of at great

great worry and loss of time to the inspector, and at expense to the parish.

912. You put it on the ground that if the matter came before the Board of Supervision they are not bound by the rules of legal evidence, and therefore they can go into an inquiry more satisfactorily?—Yes.

913. With that view, would you suggest that the application to be put on the roll should be made to the Board of Supervision direct, instead of going to the sheriff?—No; I am very unwilling to suggest that.

914. Why not, as you seem to think that the Board of Supervision can get at the truth better than the sheriff?—Because the Board of Supervision has too much to do already, and cannot overtake that work.

915. Would it not be desirable to diminish their work then?—What would you take away, may I ask?

916. I understand that the Public Health Act has given them enormous additional work?—Yes.

917. Suppose that were put aside, would it not be better that your business should be so given you that you could do it thoroughly, rather than that you should have a quantity of business, none of which you can do properly?—If you enabled the Board to do the work at all, it might fulfil it pretty well, so far as investigation is concerned; but there is this objection against the board undertaking the duty, that they do not and cannot sit daily. The sheriff is on the spot, and an applicant is entitled to get from an inspector who refuses him relief a certificate (we require that by our rules) that relief has been refused, and the grounds of that refusal, and he comes with that certificate to the sheriff, who is in the next street, perhaps, and the case is disposed of at once. Now I can see practical difficulties if you make the Board of Supervision a Board of Appeal from the refusal of an inspector, because it is at a distance; and who is to send up the complaint? You might provide that the inspector should be bound to do that, but still a week must elapse at the very least before it could be disposed of.

918. But the sheriff is not always on the spot, in rural parishes, for instance?—But the applicant can come in very easily to the county town.

919. Distances are sometimes very great in the Highlands, I fancy?—There is no question, that in the Highlands they are so.

920. In distant parishes and the Highland parishes, they would get at the Board of Supervision quite as soon as they would get at the sheriff, would they not?—Perhaps they might or not; that depends on locality.

921. Mr. *Cameron.*] How would they get at the inspector; would it not be equally distant to the inspector?—The inspector is living in the parish.

922. But in a Highland parish they would have to go a long way to find the inspector?—Very often they would. But the cases of Highland paupers need not be much considered. The cases I refer to occur almost entirely in the large towns.

923. *Chairman.*] Have you any suggestions with a view to improve the mode of application for a pauper to get on the roll when the inspector refuses it?—Leave it to the parochial board, I would say.

924. You would continue the present system of going to the sheriff?—No; at all events, I am very reluctant to continue that, because I think it does not work well; it is the difficulty of providing, on the one hand, another appeal court, or leaving it altogether in the hands of the parochial board; but if you made some provision whereby a parochial board, or a combination of parochial boards, should elect, say, three men out of their number who would sit and hear applicants, and let the hearing of the cases be public, and who in case they refused to allow a person to get upon the roll would assign their reasons for so doing, I think that a Board constituted like that would be efficient enough for all practical purposes; they might sometimes, no doubt, refuse to allow a proper object of parochial relief to get upon the roll, but I think that in a far greater number of cases, they would allow to get upon the roll persons who are not proper objects of parochial relief.

925. Then, in fact, your suggestion to remedy the evils you point out would be to give greater power to parochial boards?—Yes.

926. You stated, I think, just now, that you found that the poor-house test was of little value. Now will you explain to the Committee the grounds of that statement?—It is of little value in one respect, but not in another. It is of little value in the compelling of relatives to come forward and assist an impoverished relative, but it is of value in this respect, that a great many people for themselves will rather refuse to go into the poor-house, and therefore refuse parochial relief, than go in there; so far it is valuable.

927. Is it not your experience that the cost of relief in the poor-house generally is higher than giving out-door relief?—You know that a person would take one half of the money to be allowed to remain out of the poor-house that would be spent upon him in it. Out of the poor-house persons have freedom, and they can indulge in all their appetites and vices if they please; and so in that way the expense of supporting the poor by out-door relief is less.

928. Then would you be inclined to legislate towards making the poor-house compulsory in all cases?—Not compulsory in all cases; at the present moment it is not compulsory in all cases; for example, we hold it always to be an adequate offer of parochial relief, except in the case where there is a daughter of the age of 17 or 18, and who, by being of that age, is not a dependent; and we say that the mother and the father cannot be taken away and immured in a poor-house, that daughter being left alone by herself; and in that case we require the parochial board to provide for that daughter, by either finding her a place as a servant, or by putting her into a family and getting her a proper home.

929. In reference to that case which you suggest, of a daughter of the age of 18, I do not know whether you have seen a report drawn up by a special committee of the Wick Parochial Board?—Yes; they sent it to us.

930. I find there this case: "No. 3 is an applicant for relief, a middle-aged, and, in the opinion of the Board, an able-bodied woman, a widow, having living in family with her two daughters, aged respectively 18 and 12 years. The Board refused relief, and on the sheriff ordering temporary relief to be granted it was offered in the poor-house. Applicant thereupon applied to the Board of Supervision, and an order was sent down to the inspector of Wick to provide for the daughter of 18, as well as the mother and daughter of 12, or a Minute would be passed

Mr. *P. Fraser.*

16 April 1869.

passed to the effect that the applicant had a good case to enter the Court of Session against Wick, because the Board of Wick, while offering indoor relief to the mother and younger daughter, had made no provision for the elder daughter of 18, whom the medical officer of the district certifies to be able-bodied and quite fit for domestic service." Is that according to the rule that you always adopt?—That is according to the rule; these people ought however to have explained to you this, (the facts in that case are not properly or truly, that is to say, not fully stated in that statement,) they offered the poor-house for the mother and the two dependent children. We wrote them specially to tell us what they were going to do with that daughter of 18; we got answer to the effect that she was able-bodied and that she must look out for herself. We wrote them again a special letter intimating that according to the rules of the Board now acted upon for 23 years, we would not allow that girl to be put into a position where her fall was imminent, and where perhaps in nine months she would be the mother of an illegitimate child, a pauper too; they wrote back still intimating to us, I do not remember the language, but it was to the effect, that notwithstanding those rules, they refused to do anything to provide for this daughter of 18.

931. *Lord Advocate.*] I presume the correspondence may be had?—Yes; this is the only case during my time where a Minute was issued by the Board, ordering the Board to be prosecuted in the Court of Session, and it was after we had issued that Minute that they wrote back to us saying that this daughter of 18 was staying in her brother's house, who is a married man. If they had told us that at first, instead of its coming out at last, of course there would never have been any difficulty on the subject. We held their offer of parochial relief for the mother and the two daughters to be sufficient under the circumstances, and that this daughter of 18 was sufficiently protected in her brother's house.

932. Mr. *Loch.*] And relief was given accordingly?—Relief was given accordingly; the mother and the two daughters have gone into the poor-house.

933. *Chairman.*] Can you give to the Committee any information as to the capacity of the poor-houses existing, the amount of accommodation they contain, and the extent to which it is actually occupied?—Upon that matter I think you would get more accurate information from the Chairman; at the same time I may say that these poor-houses have been got up now and again upon no systematic plan, and if they had been properly located, I think that they would be sufficient to contain the whole of the paupers in Scotland, at all events those paupers that ought to be sent to the poor-house; but they are very irregularly distributed, and therefore there is a great waste of space.

934. I believe no poor-houses are built without the sanction of the Board of Supervision?—That is so, but the Board of Supervision have no power to order a poor-house to be built. If people come forward and say, "We intend to erect a poor-house," we are only too glad, because it is a check and a test; and if we find the locality suitable we approve of it; but if we had the further power, as I think we ought to have, of saying, "There shall be a poor-house in such and such a locality," I think we should bring the thing into better order then it is in at present.

935. You think then, that in the matter of poor-houses, you would give heavier business to the Board of Supervision than in other matters, and give them absolute despotic power of ordering a poor-house whenever they thought fit to require it?—I should not use the words "despotic power," which are inapplicable to a board acting according to settled principles and established rule. I would say—a judicial discretion,—a judgment like that of a court of law, upon the question as to the expediency of a poor-house being erected in certain places.

936. Then you do not think that the parochial boards, in the matter of poor-houses, are as competent judges as they would be in other matters?—I do not think it, because they are put in that very difficult position in morals, where their duty and their interest are often antagonistic to each other, and where they prefer their immediate interests to more remote advantages; a man is under an impatience of taxation, and he staves off the day as much as he can; but in the end it would have been the true economy if they had had a poor-house for four or five parishes.

937. Have you turned your attention at all to the statistics of the expenditure under the Poor Law at present?—I necessarily have done so.

938. Can you give the Committee any explanation of the enormous increase in one head, for example, "Sums expended on relief of registered poor"? I have here an abstract for the whole period during which the Act was in force, of the statistics from your annual reports. I find that in 1849, when the registered poor had got to the highest number that ever appeared in these returns, namely, 106,434, the cost for maintenance was 417,462 *l.* and coming down to last year, 1868, the registered poor numbered 104,541, and the cost for their maintenance was 633,127 *l.*; can you give any explanation of that enormous increase in the expenditure, while the registered poor have actually diminished by 2,000?—I can do nothing further than refer you to our last report; we were in consultation as to the cause of that, and after making inquiries throughout the country we made this statement: "We are informed by the inspectors of the poor of the parishes in which the increase of expenditure during the past year has been most marked, that it is to be attributed to unusual slackness of trade, increased price of provisions (affecting both the cost of maintenance in poor-houses and the amount of out-door allowances), and increase in the number and cost of pauper lunatics."

939. Can you give us any statistics about that increase in the pauper lunatics, because you do not give it in the table?—You will get that in the Report of the Board of Lunacy, which I am sorry that I have not with me. You see, in regard to lunatics, that when once they are certified as lunatics they pass away from us, and we have no control over the expenditure; they come under the control of the Board of Lunacy. The Board of Lunacy, I believe, insist, and very rightly insist, upon these lunatics being cared for as lunatics, and they must have a separate establishment for themselves, and that did not exist in the year 1849.

940. But how is it that no particular information is given in the reports of the Board of Supervision as to the effects of those charges upon the expenditure, because, according to the tables that you present, I believe, although certain general explanations are given in the Report, we have nothing

nothing to guide us as to the real causes of this apparently astounding increase?—If you want the figures showing the increase in the price of provisions and the increase in the number and cost of pauper lunatics, you can get those quite easily by ordering a return from the inspectors.

941. Mr. *Hamilton.*] The cost of lunatics is stated at page 207 of the Report of last year?—Yes.

942. *Chairman.*] I see the total amount expended on lunatic poor to May, 1868, is 113,675 *l.*?—Yes.

943. May I take it that that is a portion of the 633,127 *l.*?—Yes.

944. That would still leave the increase as between 417,000 *l.* and 520,000 *l.*; that would be an increase of upwards of 100,000 *l.*?—Yes.

945. Whereas the number of registered poor has been diminished by 2,000; you say that may have been partly due to the increased cost of maintenance?—Yes.

946. The allowances, I believe, in all out-door relief are money allowances?—No, not always.

947. But in the great majority of cases?—The great bulk are so, but very frequently the local board tender a money allowance and provisions, and clothing, and a room and so forth.

948. I see that up to, and inclusive of, the year 1854, there is no entry in the column for the number of dependents upon the registered poor; but beginning at 1855, we find that the registered poor were 100,560, and the number of dependants 40,569; and the number of dependents seems to go on increasing every year, until last year we have 69,205; can you give any reason for the great increase of dependents, while the number of registered poor kept pretty much about a level?—I can give no reason for that.

949. Was there any different mode of classifying the poor in the earlier years, a change from which has caused this increase?—I do not recollect; I cannot tell you at the present moment when the Board adopted the rule that all children, male and female, under 14 were to be regarded as dependents. That was adopted at some period of the Poor Law, but it was not introduced since I have been a member of the Board. I found the rule existing.

950. You found the rule existing in 1862?—In 1862.

951. *Solicitor General for Scotland.*] They consider the parent a pauper?—They consider the parent a pauper, and all children under 14, whether male or female, dependents.

952. While formerly the children were regarded as paupers to a much greater extent?—That is so.

953. *Chairman.*] Then practically we should only arrive at a fair estimate of the number of paupers and the state of pauperism by adding these two columns together?—Yes.

954. The result will be that in the last year the total number of paupers and dependents was 173,000 in round numbers?—Yes; that is the 104,000 and the 69,000 added together.

955. So that pauperism has actually increased, taking those as the correct statistics?—It has; and it has actually increased through the decay of that feeling which was so lauded by Dr. Chalmers, and from no other cause.

956. And do you or do you not think that the principle upon which the present law is based has had a very large share in causing that decrease of proper feeling and increase of pauperism?—Will you explain to me what you understand to be the principle of the present law?

957. Giving an absolute right of relief to all persons who are proper objects of it, without regard being had to the duty of their relatives to maintain them?—That always was the law of Scotland. A poor person, as described in the Act of 1579, had a legal right to relief; that law was administered by different people down to the year 1845 by the magistrates in towns, and by the heritors and kirk session in rural parishes; but it was always the law, and where you have a poor law, I do not see how it can be otherwise than the basis of that law. If there are relatives able to support a pauper, two things are necessary; first, that the pauper shall get a man of business to take up his case, and prosecute those relatives, which it is very difficult to do, and in the next place, there is a natural reluctance in the case of a poor man to go against rich relatives; he trusts to their generosity and charity rather; therefore the fact that a man has rich relatives should be no reason why the legal right should not be recognised.

958. Do you consider that the condition of the poor has improved since the Act of 1845 was passed, or do you think that the practical result of the law has been merely to shift the burden of maintaining the poor from their relatives to other people?—Unquestionably the condition of the poor has been improved in this respect, that you give the certainty of the means of life to people who had not it before. Speaking from imperfect recollection of the reports on which the present Poor Law was based, I should say that we have cases there mentioned perfectly shocking to humanity, and staggering belief; of people left to die without any redress at all; but if you ask if it has improved the condition of the poor, I say it has not, in this respect, that the imperfection of our law of liability *inter se* of relatives to support each other tempts them to go away to the parochial board and ask for this easy means of subsistence, which they prefer to having it by their labour.

959. *Lord Advocate.*] That is to say able-bodied persons sometimes pretend to be objects of parochial relief?—Yes, but there are a great many persons who are not exactly able-bodied who are fit for what is called light work, but who will not do it; they are maimed in some member or other of their body, and they will not do the light work that they otherwise would have done; we often find cases of that sort.

960. *Chairman.*] Then these cases are, in fact, not proper objects for relief?—Well, they are not; they would have scorned formerly to ask for relief.

961. But if the legal right was the same before the Act of 1845 passed as since, how is it that this great change has come about?—Before the year 1845 there was a sentiment of self-respect and independence among the poor, which has died out altogether, and this is not altogether attributable to the new Poor Law. Farther, under the old law, if a man applied for relief and was refused by the minister and kirk session, he had no redress but to carry his complaint into the Court of Session; he must make it an ordinary process; and of course that was utterly impracticable for these poor people, and therefore the heritors and kirk session, or the magistrates of burghs, had

Mr. *P. Fraser.*

16 April 1869.

a greater influence over rich relatives whom they shamed into doing their duty; but now the paupers have ready access, if relief be refused, to a court of appeal.

962. But though cases can be proved of hardship and inadequate relief, in the main, taking the bulk of the parishes in the country, is it your opinion that the poor were not fairly looked after by the then administrators of the law?—Most certainly not. If you look at the pamphlet which Dr. Alison of Edinburgh wrote, and which began the agitation which resulted in the passing of the Poor Law, you will find that most clearly proved; a more formal indictment never was brought against public administrators than he there brought. But also look at the evidence of the first report, and you will see that corroborated by testimony from all parts of the country.

963. Are you acquainted at all with the case of Shetland?—I am in this respect, that we have to consider that matter very frequently at the Board.

964. I think we have evidence that before the Poor Law of 1845 was passed, the poor in Shetland were tolerably well cared for by the system that then obtained, partly by church collections, and partly by quartering the poor amongst the people. Is it your opinion that they were cared for satisfactorily at that time?—Yes; that is to say, that people realized the fact of a common humanity at that time and the ties of relationship, and voluntary charity did that which it will not do now; a woman earned a little by knitting at shawls, and her neighbours supplied the rest; that is not the case now; the Poor Law and other causes have destroyed it; I admit that.

965. Then you do admit that the Poor Law has to that extent pauperized the people?—Yes; it is the necessary consequence of a Poor Law in, I think, every country.

966. But if you think that that is the necessary consequence of a Poor Law, are there any other consequences which outweigh that evil?—You cannot be without a Poor Law, unless you want to fall back upon the dreadful scenes and incidents that we had before this Poor Law; it hardens people's hearts, no doubt, but it saves you from committing murder, as you practically do by allowing people to starve.

967. Is it not the fact that the rates in Shetland are now something like 7 *s.* or 8*s.* in the pound?—I believe it is so; I saw it in the last report.

968. And that these rates have been increasing at a fearful rate every year?—Yes.

969. The poor rate in one parish was 768 *l.*, and is 900 *l.* this year?—I wish they would get the poor-house in Shetland; I think that is the only remedy; otherwise they will be overwhelmed.

970. But do you think that the income of the whole of the parishes of Shetland would be sufficient to bear the costs of a poor house in addition to the weight of this taxation?—No; but the taxation would be diminished if they had a poor-house there; you see that Shetland is exceptional in one respect; if you look at the population tables, you will find, I think, that the females in Shetland greatly exceed the males; that is in consequence of the seafaring life of the male population, and the accidents that overtake them; at all events, they are very largely in excess; a man is drowned, for instance, and leaves a family and a lot of little children, and consequently there are a good many paupers there that you do not find in other counties of Scotland; but the only remedy that occurs to me for that most mournful case of Shetland is the poor-house, and they must face it.

971. Have you turned your attention to the question of the law of settlement?—I have.

972. What is your opinion of the present state of the law of settlement; do you think it satisfactory; do you think that it is to the advantage of anybody to have a state of the law which enables a man to go away from his own parish and work, to acquire perhaps a settlement in a parish, then again to lose it, and eventually to be thrown back upon the parish of his birth, because with the present state of the law he has not acquired any other settlement?—He must have a claim against some parish: are you to give him a claim against the particular parish in which he has been for a week, and where he accidentally has become a pauper? No; that would be unjust.

973. Why?—For this simple reason; here is a man who comes, for example, to a town, or a great many workmen come into a town, and they are there only for a week; they have been industriously living in that parish for a very short time, and some accident overtakes them; would it not be very hard upon that parish, which has not received the benefit of their labours during their previous life in any way, to bear the burden of them in their old age?

974. Then do you hold that the proper basis of settlement should be benefit received by the parish from the work of the person whom they relieve?—I think that a very rational ground upon which to go, and I think that is the ground upon which you select a five years' residence as the basis of a settlement.

975. Take this case, which often happens: a man resides for five years in a parish and acquires a settlement, but that settlement is lost if he is away from that parish for 12 months, and there are many cases where persons come for relief that have acquired a settlement in a parish, but have gone away to the next parish and been there for four years, and the result of that has been that the last parish which has had the benefit of their labour for four years is not chargeable; the previous parish where they had a settlement is not chargeable, and ultimately they are remitted to the place of their birth, where probably their names have been forgotten long before they come back?—A man does not lose a settlement by being away from it for 12 months. He loses it if for any subsequent period of five years he has not resided in the parish of his settlement for 12 months. You must have some parish to fall back upon; the reason of that 76th section of the Statute which declared that if a man was absent from a parish for a certain length of time he lost his settlement, was this, that it prevented expensive and useless litigation. Formerly if a man remained for three years in a parish a settlement subsisted until he acquired another, and you were thrown back over the whole period of his life to see where he had resided for three years. Now the operation of that 76th section is to stop that useless inquiry and to save expense.

976. *Solicitor-General* for Scotland.] Is the assumption of the law upon which the question was based in your opinion correct, namely, that a settlement by residence once acquired is lost

lost by an absence of 12 months; does not the Act say that the settlement is not retained if during any subsequent period of the five years the man shall not have resided in the parish continuously for at least one year?—Yes.

977. It occurred to me that you had not noticed that point perhaps?—That is the case; if the settlement is once acquired that settlement subsists, but if during any subsequent period after the acquisition of that settlement of five years, he has not lived for a year in the parish of his settlement he loses it; that was not the law formerly, and the object of it was to save expense.

978. *Chairman.*] The result of it is that in the large towns I believe the labouring class are constantly losing settlements which they otherwise retain, and are consequently thrown back upon their place of birth?—Yes; it hits one place to-day and another to-morrow, and it is really the interest of no parish to complain of it.

979. If that is the present state of the law, hitting one parish one day and another parish another, if you took away the whole law of settlement, and made the pauper relievable wherever he required relief, would not that also hit one parish one day and another parish another?—Then you would overwhelm the towns with taxation; where do the men become paupers most frequently? In towns.

980. *Lord Advocate.*] Then you think it is the towns that have an interest in maintaining the law of settlement?—They have a most decided interest in doing so.

981. And you would expect that they would be in favour of it?—Yes.

982. *Chairman.*] Then practically the result of the law of settlement is to throw the burden upon the rural districts?—No; but to throw upon every parish the burden of its own poor, the persons who have sprung from itself; but it does not overwhelm the towns with paupers from the country who congregate there for work; a labourer has work in one town to-day, and goes to another town to-morrow, he is a week here and a week there, and there may be a great number in that particular town.

983. *Lord Advocate.*] Do not you think that there are as many birth settlements in large towns in proportion as in rural parishes?—There are, and I wish to save them from utter ruin.

984. Does the law of settlement act in favour of the large towns, or of the ratepayers in the large towns?—Not at all; it operates fairly as between them, there are proportionally as many birth settlements in towns as in the country.

985. *Chairman.*] Then you think that to do away with the law of settlement while you maintain the present parochial system, would be disadvantageous?—Yes, I think so.

986. You ground that opinion upon the fact that the Poor Law is administered locally by the parishes, and not by large tracts of country?—Yes.

987. Therefore the present law of settlement protects the towns under that system?—Yes.

988. Supposing that you were to extend the area of chargeability, would you not modify that objection?—You would; but you would introduce an evil against which I would really beg to warn the Committee, and it is this: you would have, I think, a wasteful and extravagant distribution of the poor fund. One great check on reckless expenditure is this, that the money is administered by the neighbours of the pauper, who know him, and who have an interest in keeping down the rate as much as possible; but if you widen the area of chargeability, and hand it over to salaried officers, there will not be that preliminary inquiry that there ought to be before the Poor Law fund is distributed.

989. But we have seen in the case of Shetland that there is no check at all by the local administration; how do you reconcile that case with what you have just stated?—I have said already that Shetland is a case that is entirely exceptional; people there seem to have lost their heads altogether, I think; from the reports we have had they seem to be sunk in despair apparently, and they will not take any practical means of ameliorating their condition.

990. But that case shows that there is a condition under which even this local check is valueless?—No, I do not think it is, for observe, there are an exceptionally large number of paupers in Shetland; they do their best, but they have too many to deal with.

991. But do not you think that if we left the rates partially upon the parishes and partially upon the Consolidated Fund, the fact of the localities being rated would induce them to use such a sufficient economy as would keep down the expenditure properly?—Of course, if there is a local taxation that would induce a certain amount of economy, but I can conceive no charity more easily administered than charity at the expense of others; and if you get a portion of the National Exchequer to administer, I say that you will not have the same check upon the distribution.

992. Is that your experience in regard to the system which now obtains with reference to the maintenance of the police, where we get one-fourth paid out of the National Exchequer; there is no wasteful expenditure there, is there?—You are dealing there with a totally different class of people; there is service rendered in return for pay. In the other case you have a number of whining paupers asking for charity which it is so difficult to refuse, and who give nothing in return for the money. It is far more easy to pay down the money and get rid of an applicant than to refuse, more especially if you were to assign reasons for your refusal.

993. Then you think that it is more easy to resist excessive payment for services rendered than to resist payment for no services rendered?—In the one case there is no sentiment at all; it is entirely a matter of business. In the other case it is entirely a matter of sentiment.

994. Do you think that parochial boards are moved by sentiment in the administration of the funds?—Very often. I attribute a good deal of the improper administration of the Poor Law funds to the sentiment of the managers of it.

995. May I gather this conclusion at any rate from your evidence, that if some means could be devised for controlling expenditure, there would be an advantage in extending the area of chargeability and getting rid of the law of settlement?—I cannot answer that question, because I know of no means of controlling expenditure other than those I have already mentioned.

996. I have assumed that you could control it better by extending the area of chargeability?—On that assumption (which, however, I dispute and deny), I would say that of course you get rid

Mr. *P. Fraser.*

16 April 1869.

of the law of settlement and of a certain number of questions that arise out of the law of settlement, which, however, let me say have been most grossly exaggerated, with reference to the amount of legal expenses connected with the ascertainment of settlement. The amount of legal expenses, as returned by us in this last report, does not amount to 6,000 *l.* Now, I venture to say that of that sum the amount expended in ascertaining settlements would not be above 1,000 *l.* or 1,500 *l.* in all; the rest of the legal expenses consist of expenses in cases of removal, and expenses connected with the management of the parochial funds. Every sort of legal expenses is included in that sum of 5,900 *l.*

997. But that is all consequent upon the existence of the law of settlement?—Not the whole of that expense, for that expense, except the 1,200 *l.* or 1,500 *l.* spent in ascertaining settlements, would still be incurred, because it is expense connected, for example, with the removal of paupers from this country to Ireland.

998. *Lord Advocate.*] Does any good come out of that?—I do not know that any good does come out of it.

999. *Chairman.*] You are aware that there is no law of settlement in Ireland?—I am aware that it is the law of birth; it is the settlement of birth that they go to.

1000. Paupers are not removable, I believe, if they have a residence of two years in some electoral division; but subject to that they have practically no law of settlement; that is so, is it not?—I understood that they had the settlement of birth, but I do not profess to be acquainted with that matter.

1001. I am requested to ask you whether it is a fact that expenses of removal are really included in this head of "law expenses"?—They are.

1002. That you know yourself?—I was so informed in the office of the Board.

1003. Would you see any objection to modify the law of settlement so as to make it like the Irish, and leave it a mere birth settlement?—That you see introduces this element of difficulty; a man leaves his parish of birth, and goes to a parish where he lives all his days, and industriously lives, and where his children and friends are; it would be very hard after a life spent in that parish, to send him away to the parish of his birth, where his relatives could not see him; to put him into a poor-house, for example, in the parish of his birth; if you left him in the town where he had worked as a labourer all his life, and where he had acquaintances, that would be the humane thing.

1004. But suppose you coupled the birth settlement, with the condition that a residence at a particular place should make him irremovable, though not chargeable, to the place where he resided?—If you make him irremovable, that I think is controlling the parochial board in a way you ought not to do; the parochial board of his parish is entitled to say, "Shall we order the poor-house or not; they are entitled by the present law to do that, and why should that power be taken from them"?

1005. If he is a proper object of relief, the board where he is, are better judges of that, are they not?—Admit that he is an object for parochial relief; both boards say that, but the one board says, "We want this man to come home to his own parish; we will put him into the poor-house." Why should the board where he becomes a pauper be entitled to say, "No; we will give him out-door relief in our parish, and you shall repay us"?

1006. *Solicitor General for Scotland.*] Your opinion is against the change suggested by the question?—Yes.

1007. *Chairman.*] Is there any change of the law of settlement which you would wish to suggest to the Committee, or are you satisfied with the present state of the law?—I can suggest no alteration in the law of settlement that would not bring with it greater evils than the present law entails.

1008. Mr. *Loch.*] Not even the shortening of the time from five years?—We had three years before, and it was deliberately abandoned as too short, and five years, I think, is the safe medium.

1009. *Chairman.*] I think seven years was proposed in the original draft of the Bill?—Yes, it was.

1010. You do not think any change desirable in view of the condition of things in Ireland?—No; I must qualify that for this reason, that I do not know how it works in Ireland; I should like to know that before I answer the question, but without Irish experience I would not adopt that system.

1011. But do you think that there is any advantage in having a different law in the various kingdoms?—I think our own law is the better of the two, that is all.

1012. But do you not think that there is a disadvantage in the fact that there is a different law of settlement in the three countries?—We find no inconveniences from a different law of settlement.

1013. Not as between England and Scotland, and as between Ireland and Scotland?—No; I do not know what practical inconveniences result from it.

1014. Have you turned your attention to the question of the incidence of taxation, and whether we should alter that by bringing a larger basis of rateable substance in aid of the ratepayers; do not you think that we should not charge the local taxation entirely upon land, but that we ought to bring the means and substance in aid?—Means and substance is, in effect, an income-tax; that exists in only one parish in Scotland, Greenock, and I happen to be sheriff of the county in which Greenock is, and, so far as I can understand, it creates heartburnings without end. It is possible to work an income-tax, perhaps, by the Imperial Exchequer, but for every little parochial board to investigate into the amount of a man's means was found so intolerable, that that system was practically abolished before it was put an end to by Mr. Baxter's Act, as it is called.

1015. Do not those heartburnings arise more from the hands in which the assessment is placed, than from the fact of the thing itself not being properly workable?—No; I think it is impossible to work it. We recently issued a circular, explaining the mode of classifying lands and heritages, whereby we endeavoured to get at the amount of a man's income by the system of classification.

1016. That is only with regard to lands and heritages?—Yes; but we get at a man's income in that way just as well. For example, a man pays for a dwelling-house a rent of 100 *l.*; we say that he shall pay for that dwelling-house the full poor-

poor-rate laid on; that man having that dwelling-house of 100 *l.*, may very properly be supposed to have an income of 500 *l.* But a farmer in the same parish, having a farm of a rent of 100 *l.*, has not the same income, though he pays the same rent, and therefore we classify his lands, and say, "You shall pay one-fourth or one-fifth of the rate of your neighbour, who pays for the rent of the dwelling-house."

1017. That is to say, assuming lands and heritages to be the proper basis, such a classification enables parties to make that equitably; but it does not deal with this fact, that a large amount of property escapes taxation altogether?—Allow me to dissent from the assumption of your question; lands and heritages are not the basis of taxation for the poor law; the assessment is a personal tax, not a tax upon property; we lay the tax upon lands and heritages as a roundabout way of getting at income, because a direct tax upon income was found so intolerable and unpopular that it could not be carried out. But I would ask what lands escape taxation at the present moment? There is game on a gentleman's own lands and feu duties. What else?

1018. The mortagee, who is in law the owner of the land, pays no tax?—He pays upon his dwelling-house; a mortgagee will have a dwelling-house corresponding to his income.

1019. How do you make it out; a man who has a large amount of surplus money, which he lends out to landed proprietors; take the case of a landed proprietor with an estate of 3,000 *l.* a-year, and it is mortgaged up to 1,500 *l.*; the mortgagee pays nothing, but the proprietor pays upon the whole 30,000 *l.*?—The mortgagee does not pay anything on that 1,500 *l.* mortgage under that name, but he has a large villa with gardens and so forth in that parish; we assess him correspondingly upon that, and we say, "Your income is so much."

1020. Take the Scottish Widows' Fund in Edinburgh; do you think that they contributed at all to local taxation in proportion to their means?—They contribute in proportion to the house they occupy; perhaps they get off very easily; that is very true; but observe their income is not the amount of rent, it is the amount of profit that they make.

1021. But is that amount of rent at all commensurate with the profits they derive?—Perhaps not; you have taken a case which may, perhaps, show that these people escape very easily; I may suggest another case to you, which is even stronger in support of your view. Take, for example, a merchant in Greenock, with an income of, say, 20,000 *l.*, or 30,000 *l.*; he has in Greenock merely an office, the annual value of which is 40 *l.*; the Greenock people say, "This gentleman lives away down the water, and if we assess him upon his heritage we would not get at his income at all"; and therefore they adhere to this system of means and substance. That is the only defence of it; I think, that in Greenock there are a great number of people in that position having merely offices there, and their houses away in other parishes.

1022. You are aware that at the time Mr. Baxter's Act was passed, abolishing means and substance as the basis of rating, there were several parishes of Scotland which contained, of their own free will, means and substance, and found no inconvenience from it, and which have been great sufferers by the change?—What parishes, may I ask?

1023. I will take one in my own county, the parish of Beith; they were quite content with their arrangement, which was to put half the assessment upon lands and half upon means and substance; and when Mr. Baxter's Act passed, half of this assessable property was swept away, and the whole taxation fell on the other half?—I think it utterly impossible to reconcile the Scottish people to means and substance again.

1024. Do you think that if the assessment were done by the income-tax collectors, so as not to put the thing into the hands of the parochial boards at all, it might then work well?—I think not; there is a statement in a treatise by Mr. Guthrie Smith on the Poor Law which, I think, is quite correct: "In their report to Parliament the Poor Law Commissioners thought it not very unlikely that the second and third modes of assessment mentioned in the Act might gradually be abandoned, and the first made with or without qualification, adopted by all or nearly all the parishes in Scotland. This hope was very soon realised; assessment on income was condemned by the unanimous voice of the community wherever it was tried. It was not only inquisitorial, unequal, unjust, but as many persons had houses in different parishes, or their residence in one and business premises in another, it was most difficult to work, frequently involved double rating, and gave rise to numberless questions. By common consent the second and third modes of assessment were gradually given up in the great majority of parishes, and finally, in 1861, they were entirely swept away by the 24th & 25th Victoria, chapter 37."

1025. Do not you think that the evils that arose arose rather from the means and substance being left optional, and that they might have arrived at some satisfactory mode had means and substance been made a compulsory mode of assessment?—It was the working of the means and substance that was complained of.

1026. Under the optional system?—It would arise under any system; supposing you forced parochial boards to-morrow to adopt that, you would have the same difficulties about double-rating, and the same complaints about inquisitorial looking into a man's books.

1027. Then how do you account for its remaining the system in Greenock to this day?—I have explained that, from the fact that so many men have merely an office in Greenock of the value of 20 *l.* or 30 *l.*, with their houses away down the Clyde in other parishes; and the Greenock people wish to get at the great incomes of these wealthy merchants.

1028. Then it is not in every case that the thing is so unworkable?—It is so unworkable there that I never go to Greenock, but I hear people complain of it, and I believe that the Lord Advocate will hear of an application from some of these people to get it abolished some of these days.

1029. Mr. *Orr Ewing.*] It was no more made optional by the law of 1845 that assessment might be by means and substance than before, was it?—No.

1030. People preferred the assessment on lands and heritages, that was the fact?—Yes, they did.

1031. Mr. *Crum Ewing.*] Are there more exceptional

Mr. *P. Fraser.* 16 April 1869.

ceptional circumstances in Greenock than in any other place; in Glasgow, for instance?—I am not saying that there are; but I am giving the reason that they have assigned to me in Greenock.

1032. *Chairman.*] Would you see an objection to this: to have half the amount raised for the poor raised on lands and heritages, and the other half contributed out of the Consolidated Fund?—I am against coming to the Consolidated Fund; I think that wasteful extravagance would be the result, as I have said already.

1033. Is there any waste, then, in the system of medical relief?—No, for the simple reason that that is under direct control by our rules and regulations.

1034. I presume that there are other elements of expenditure which might also be put under direct control in the same way: the salaries of officials, for instance, and charges of that permanent nature?—There is no wasteful extravagance in the salaries of officials; I think that all these inspectors are under-paid; they are frequently men who have other occupations; a grocer or a schoolmaster is appointed an inspector, and instead of getting a proper salary, he gets the small sum of 15 *l.* or 20 *l.* a year, and has very little interest in the discharge of the duties of his office; but if you got an inspector and kept him to the work of his office and gave him a proper salary (and you could give him a proper salary if you made him inspector of three or four neighbouring parishes without combining the parishes), you would in that way, I think, produce a very great reform.

1035. Then any section of the expenditure which might be put under control so as not to encourage any jobbery, might be put on the Consolidated Fund with advantage?—As a Scotchman, I have no objection to the Consolidated Fund paying anything it will pay, but if you take my own opinion, I think that there is an absence of check if you go beyond the local taxation.

1036. Take the case of lunatics; would not that be expenditure that might be fairly put upon the Consolidated Fund?—It might, because there is not so much room at all for waste; it is an ascertained fact that this particular man is a lunatic.

1037. Then you do not see any clear objection to some such system of taxation as I suggest, where all the expenditure which required local control should be thrown upon local charges; and such as could be controlled by the Government should be put on the general fund, so as to avoid the difficulties and heart-burnings which have been spoken of?—I see no reason why lunatics should not be put on the Consolidated Fund, because there is no risk of waste in that case.

1038. With reference to the exemptions from taxation that exist, are you in favour of abolishing them; for instance, you have pointed out income from feus, that is not liable to taxation for poor rates?—No, I cannot comprehend why that was not put into the Valuation Act; feu duties ought to be taxed as well as the house on which they are paid.

1039. How is it that they were not comprehended originally?—I cannot say; Mr. Dunlop brought in a Bill once to abolish that exemption; he was opposed in the House of Commons, I believe, by some of the great feu holders in Edinburgh.

1040. How did the exemption arise?—I cannot tell.

1041. There is no Statute on the point?—None whatever; it has just been left out of the clause in the Valuation Act.

1042. But the Valuation Act was not what guided parochial assessment; the Poor Law was passed before the Valuation Act?—True; but the Poor Law Act has no interpretation clause, defining what land and heritages are, and the Valuation Act subsequently was passed, and it declared that all local taxation should be "according to the valuation in this Act"; and it gives a definition of lands and heritages.

1043. You are aware that ministers of the Church of Scotland are exempt?—Yes.

1044. Would you continue that exemption?—Certainly not; I think that it is a bad exemption, though I happened to be counsel for those who gained the decision. The exemption is only upon the minister's manse and glebe; his stipend is expressly liable under the 49th section of the Act of 1845.

1045. I think the Act provides that under means and substance stipends are assessable?—Clause 49 says: "And be it enacted, that clergymen shall be liable to be assessed for the poor in respect of their stipends."

1046. How is it, then (I believe it is a fact), that they do not pay upon their stipends?—I was not aware of that.

1047. Sir *Robert Anstruther.*] The case you acted upon must have been subsequent to the year 1861, when means and substance was abolished?—No. It was prior to 1861. The case was Forbes against Gibson, and the question was whether a minister was liable for his manse and glebe? There is nothing said in the Act about liability for manse and glebe, and the argument that succeeded in the Court of Session and the House of Lords was this, that if the Legislature had intended to impose this assessment upon manses and glebes, it would have said so, because it said so in respect of stipends.

1048. Was that prior to 1861?—Yes; it was decided by the House of Lords on 14 June 1852.

1049. *Chairman.*] But has not clause 49 been read in relation to means and substance, because the clause immediately preceding makes use of the term "means and substance," and then the 49th clause goes on to say that stipends may be assessed?—It is an absolute, direct, and imperative enactment of itself, saying nothing about means and substances.

1050. Mr. *Anderson.*] Where the whole taxation is on heritage, it is impossible that any part of it should be put on means and substance?—No, except for that enactment. The Act of 1861 says that there shall not in future be any assessment on means and substance, but it leaves the particular assessment upon ministers' stipends provided by the 49th section of the Act of 1845 unrepealed.

1051. Do you think that where the assessment is upon heritage, stipends should be treated as heritage?—It is unnecessary to treat them as heritage, because in my opinion the positive enactment of that 49th section still stands as law.

1052. *Chairman.*] Would you not think that the word "stipend," not being included under the definition of lands and heritages, and a law having been introduced which limits it to lands and heritages by the combined action of those two things, this section has become inoperative?—

If you ask my opinion, you have, in the 49th section of the Act of 1845, an absolute enactment not repealed, the present case not provided for, and therefore at the present moment ministers are liable on their stipends.

1053. You are not aware, as a matter of fact, that ministers do not pay now?—I am not; it has come upon me by surprise.

1054. What is your view of the question of *ex officio* representation on parochial boards; that is to say, continuing the minister as necessarily a member of the Board?—He always is a useful member; he knows more about the poor of the parish than any other person; and I do not see that an alteration of the law in that respect would be of advantage.

1055. Do not you think that there is considerable feeling on the subject, and that if a minister really was a useful member, he would be elected on the Board in those parishes where he was useful, whereas now he is there as a matter of course, and he and his session may often outnumber the remaining members of the Board?—I have never heard of any unpopularity resulting from the fact of the minister being a member of the Board. It seems to me that that might be left alone.

1056. Has your attention been called to the question of the law of mandates?—Yes.

1057. The present state of the law is complained of?—It is; I do not think that you could abolish mandates altogether, otherwise in Highland parishes, for example, the non-resident proprietors would not be represented at all.

1058. *Lord Advocate.*] Could you not make the mandate renewable yearly?—I would say, for six months.

1059. *Chairman.*] To meet the case of proprietors who are absent, would you not say that the regular manager of the estate should be allowed to hold a mandate from his constituent, but in no other case except only for a particular meeting, or an adjournment?—There are a great many people who are ill, or women, or nervous, or busy, and cannot attend a meeting; why should they not be represented?

1060. I am not pointing to an abolition of the power of giving mandates, but to restricting it; I have heard it stated that the Chairman continually gets his pocket full of mandates, and then commands any decision of the Board he likes?—Very frequently that is the case; the mandate has been granted three or four years ago, it may be; but I would limit it to six months.

1061. *Lord Advocate.*] Have you ever known a man vote one way and his proxy vote the other?—I have heard of such cases in Glasgow.

1062. *Chairman.*] You suggest a limitation to six months?—Six months.

1063. With reference to the condition and treatment of pauper lunatics, I understand you to say that they are well cared for now?—I think they are very well cared for now.

1064. Is there not an excessive expenditure created by the law, that when once a person has got into a lunatic asylum, although he may have recovered sufficiently to be inocuous, he cannot get a discharge from the lunatic asylum until he is proved to be absolutely cured?—I think that there are a great many poor creatures who might enjoy a certain amount of the blessings of life out of the walls of a lunatic asylum, although they are still lunatics; it is a perpetual prison to a man. But the difficulty is in saying when he shall be let out. At the present moment he can only be let out if he is completely cured; but upon a certificate being given that he is harmless and is capable of taking care of himself, (you find a good many cases of that kind), that man should be allowed to get out, I think.

1065. I only ask you whether the state of the law might not be amended in the way of giving a discretionary power in reference to letting these lunatics out of asylums; you are prepared to suggest some modification of the law?—To that extent which I have indicated.

1066. Mr. *Ellice.*] If these harmless people were let out, how would you prevent the procreation of pauper children by that means?—You could not prevent that, of course; or rather not pauper children, but idiot children. The Lunacy Commissioners have reported (I think in the report before last) that seven idiot women were made *enceinte* during the preceding year, and their proposal was to shut up all idiot women for ever.

1067. Mr. *Orr Ewing.*] Did the progeny of the whole seven turn out idiot?—I think they did; I am merely speaking however from a vague recollection.

1068. *Chairman.*] Have you any suggestion to make for amending the law with regard to the relief of persons with illegitimate children; if a woman has more than one child, then in respect of her children she has relief under the Act; I believe it is the fact that a large porportion of pauperism is due to the state of the law, being such that you cannot overtake the father; and to the fact of the woman being chargeable with her children; is there any modification of the law which you would suggest to keep down that charge?—If the father of legitimate children runs away and leaves them, he can be punished at the present moment if he is caught; what more can you do? The unfortunate woman is a pauper, and you must relieve her.

1069. Is there not some condition discouraging the Board from proceeding against him, because they must first fulfil a certain condition which they seldom can fulfil?—No, I am aware of no condition; grant that he has deserted her, it is no defence that he was unable to support her, the fact of his running away is in itself enough to render him liable to punishment.

1070. Do not you take the statement of the man upon oath as to the paternity of the child?—*Pater est quem nuptiæ demonstrant* is the rule of the law with us; there is no difficulty with that.

1071. Do not you admit him upon oath as himself a witness on the subject?—I do not know that we should in a prosecution of that kind; a prosecution of that kind would be criminal, and therefore he would not be taken as a witness.

1072. I have understood that the prosecution would be civil?—We have got the definition by a recent Statute of what is criminal and what is civil; everything is criminal where the magistrate has power upon the offence being proved to sentence the man to imprisonment on the spot. Now he has such power here, and it being a criminal proceeding, the father is not competent as a witness.

1073. Is it not a matter of fact that in this unfortunate state of things it is very seldom that you do get hold of the father, and that the woman in nine cases out of ten becomes chargeable?

Mr. *P. Fraser.* 16 April 1869.

able?—Yes; but it is not worth the while of the parochial boards, or rather of these inspectors, who are paid a salary of 15 *l.* a year to look after those cases.

1074. Would you make it compulsory to have all these cases into the poor-house and give no relief otherwise?—No; that would be a very hard case, sometimes. For example: I was down at Greenock the other day, and a woman came to me, saying, that her husband had deserted her, and that the inspector had offered her, with her dependant children, the poor-house; she had a room and furniture, things he had left her; she seemed to be cleanly and industrious, and I had a line from the minister, saying the same thing; it is a hard thing to say, that that woman should sell her furniture and go into the poor-house.

1075. But I am speaking of illegitimate children?—You will never keep down bastardy by any such provision; no woman is got with child in the hope that the child will be supported by the parochial board.

1076. Is that your deliberate opinion?—That is my deliberate opinion; I take it that illegitimate children are the product of opportunity and passion.

1077. Does not the knowledge that those children will ultimately be supported by the parochial board, remove the former check to some extent?—Not in one case out of 50, I believe.

1078. Then you have no suggestions to make for mending our state of society in that respect?—I would recommend that the alterations which I have suggested on the law of the liability of relatives to support each other should be extended to illegitimate children. At the present moment an illegitimate child, in my opinion, is bound to support its mother, but the point has not been decided, and other lawyers have given a different opinion. Now I say that an illegitimate son should be bound to support his mother, and that you should make that absolute and positive legislation, at all events in a question between the son and the parochial board. Whether you might carry that further, and say that an illegitimate son should be bound to support his putative father if he is able to do so rather than the parochial board, might be a subject for consideration. I think you should.

1079. The children should be very wise in their generation then?—You have ascertained who is the putative father already, I take it for granted, because he has been made liable for the child's maintenance, and he has paid for it.

1080. Then you would limit it to those cases?—Yes, I must limit it to those cases.

1081. Would you think it any advantage to make it the law that illegitimate children at a certain age should be sent to a reformatory?—If you refer to the children of paupers, not criminals, I answer that at the present moment education is provided for by the parochial boards, and must be under the words that they must "afford the necessaries of life."

1082. *Lord Advocate.*] They do, in point of fact, provide for the education of the children in such cases?—They do.

1083. *Chairman.*] With regard to medical relief, how long is it since it was put upon the Consolidated Fund?—Since 1848; it was since 1848 the Legislature voted a grant of 10,000 *l.* in aid of medical relief in Scotland.

1084. Do you think that the present condition of medical relief is satisfactory; the amount of it, and the provisions for it?—I think that the question is as to the amount of the medical relief. We have never found any difficulty in parochial boards giving what we require them to give, medicines and cordials; but it is most unsatisfactory in one particular in regard to the medical men themselves, namely, that they are dismissible by the parochial boards at pleasure I say that that must not be allowed to be continued.

1085. *Lord Advocate.*] The Board should have the same power as in regard to the inspectors?—The same power as in regard to the inspectors, because the only means of ascertaining whether a pauper has been properly treated is the certificate of the medical officer; and if he is the mere creature of the parochial board, anxious to retain his place, we never get proper evidence.

1086. *Chairman.*] As to the amount of remuneration, is it enough; do you secure good men by it?—No, you do not; it is scandalous and shameful that it should be left in the position that it is. If you could afford a competent salary to a medical man, that would improve things.

1087. Mr. *Ellice.*] Is there any compulsion under the Act to provide medical relief and salary?—Yes; the Act says that the boards must provide it.

1088. *Chairman.*] I believe that they are bound in certain cases to provide medicines themselves; if, for instance, a pauper person is relieved who happens to be in the parish to which the medical man belongs, but does not himself belong to the parish?—He is bound to see that proper medical relief is given, but not out of his own pocket.

1089. Mr. *Ellice.*] Is it not a fact that the salary is often made by the parochial board to include the provision of everything?—It is so; but when it comes to the notice of the Board of Supervision it is disapproved of.

1090. Have you any power to remedy that, except through the medium of the participation of the parish in the public grant?—Either that or to take the strong measure of complaining by petition to the Court of Session.

1091. *Chairman.*] I have here a statement made to me by a medical officer of a Highland parish; one of their grievances, he says, "consists in the Board of Supervision compelling all medical officers who participate in the Medical Relief Fund to give medicine and medical attendance gratuitously to paupers belonging to other parishes who may be resident for the time being in theirs": is there any such rule made by the Board of Supervision?—Our rule upon the subject is this: "A medical practitioner appointed by the parochial board to attend any poor person shall intimate in writing to the inspector the description and extent of the relief, under rule 3, which he may consider necessary for the proper treatment of such poor person, and on receipt of such intimation, the inspector, on his own responsibility, shall forthwith furnish or refuse the relief so intimated to be necessary until he shall have brought the case before the parochial board, and received their instructions regarding it; but if the inspector refuses or fails to furnish that relief, or any part of it, he will be held accountable for such refusal or failure." I do not know to what that gentleman from whose letter you have read is referring; we have 14 rules, and I do not see any rule requiring the medical officer

officer to pay anything out of his own pocket; it is the inspector who is to furnish the relief.

1092. Then, in a second letter, which I have here, there is mention of "the Board of Supervision compelling those of their number whose parishes participate in the Medical Relief Fund to give gratuitous attendance to the paupers of other parishes who may happen to be resident in theirs"?—That is a different thing; that was this case: in several parishes there are paupers located belonging to other parishes; these other parishes to which they belong pay the parishes in which they dwell; these unfortunate people must be attended by somebody; they can only be attended by the medical officer of the parish where they dwell; we have told this medical man, "These are just as much paupers under your authority and jurisdiction as the native paupers of that parish." It is a bargain between him and the parochial board what shall be his salary; if he can get a payment from his parochial board for attending these as extra cases, good and well, we do not interfere, but we say, "You must attend."

1093. Are the medical men paid by fixed salary?—Yes.

1094. Not a small sum for each attendance?—No.

1095. Is it not the fact that in some parishes they have 1 *s.* a visit?—I never heard of that; it may be so, however.

1096. Have you made it a rule (I understand it is stated so in the last Report) that parochial boards shall not be appointed to the office of sanitary inspector?—No.

1097. It is the end of page 19 of your Report, "Having been asked by a local authority whether the offices of medical officer and sanitary inspector under the Act might be held by the same person, we intimated that in our opinion such an appointment was neither expedient nor competent"?—I thought you meant medical officers under the Public Health Act and under the Poor Law Act; but I now see what it is that is meant. That is just simply a question of the construction of an Act of Parliament. I wrote the leading legal opinion upon that. Upon considering the Public Health Act I came to the conclusion, and all the legal members did, that the Statute contemplated two different officers, one a sanitary inspector, the other a medical officer, independent of each other and controlling each other. The opinions are in the office of the Board.

1098. However, it is so that that is the state of the law?—That is the state of the law.

1099. Do not you think it desirable there should be a discretion left; there might be a great convenience in some parishes if there were, might there not?—I see that there would be a great convenience; but that gentleman is entirely mistaken in thinking that we have any discretion in the matter; it was simply a question of the construction of the Public Health Act.

1100. *Lord Advocate.*] Is it your impression that the Board of Supervision does its work efficiently and well?—I do not think that there is a more hardworking board in all Scotland than we are, and I do wish that you would relieve the Sheriff of Renfrew from being a member of it. I think that the burden should be distributed among the sheriffs.

1101. Then so far as they have jurisdiction, in your opinion, is the work efficiently done?—Most efficiently done.

1102. Do you think that as far as their powers extend, there is any respect in which the working of the Board could be improved?—I have suggested that we ought to get more discretionary power.

1103. I am not speaking of discretionary power, but as far as your powers extend, do you think that there is anything which would add to the efficiency of the Board, or do you think it a good working machine?—I think it a very good working machine, because although we can only enforce against parochial boards their duty if they refuse to do it, by going to the Court of Session by complaint, yet we have never had to do that except twice during the 23 years that it has been in existence.

1104. As regards the increased expenditure, do I rightly understand, that you had an inquiry into the causes of that last year?—Yes; in an unofficial manner, in the best way we could.

1105. In answer to your requisitions on that matter, did you get information on the subject that enabled you to form any general opinion?—We did, and the result is stated in our Report.

1106. Are the materials for that opinion to be had still?—I cannot, myself, tell you, the chairman will; he gave us the result of them, and the paragraph in the Report was framed in accordance with it; I did not see the papers myself.

1107. Could you form any opinion as to how far the causes that are mentioned there were in operation, or how far the increase was more than could be accounted for by them?—We found an increase in the price of provisions, that was a patent and notorious fact.

1108. You ascertained that that increase was in the parishes in which the increase of expenditure was the most remarkable?—We did; at all events, in a general way.

1109. Have the Board, in consequence of that inquiry, do you think, the means of furnishing us with the details on which that opinion was founded, or must we go back to the parishes to get them?—I cannot answer that question at present.

1110. With regard to the assessment, the holders of heritable bonds do not pay?—No.

1111. And no incumbrancers pay?—No.

1112. The valuation is lands and heritages according to the annual value; do you think that the holders of heritable bonds should pay?—Yes, I think that they should, to the extent of their bonds, as proprietors.

1113. As proprietors of what?—I think that they are proprietors for this purpose of lands and heritages to the extent of their bonds.

1114. But if the proprietor of the land over which the bond extends pays on the rent, which, one year with another, the lands and heritages are expected to bring in, that is, the full amount, and you therefore have a double assessment?—But would it not be equitable in those circumstances to relieve the proprietor? Here is a man steeped to the teeth in debt; he pays to the full value, and his creditor pays nothing; I think that hard.

1115. That may be, but does not the double rating which would result indicate to a certain extent the reason why the bondholder is not taxed?—Well, I do not know that that reconciles itself to my mind. Feu duties, real burdens, and ground annuals all ought to pay.

1116. If any of these pay there would be a double

Mr. *P. Fraser.*
16 April 1869.

double assessment, if the proprietor also pays as he does now?—Yes.

1117. So that, in truth, if you tax the bondholder you are coming to a taxation on means and substance; the real lands and heritage being assessed on the proprietor, you propose to assess the creditor in respect of the benefit he derives?—I would tax the proprietor to the full value, giving him the right of relief against the bondholder to the extent of the bond.

1118. Is there any distinction with regard to feu duties?—Yes, the right of the superior is a right of property distinct from the right of the vassal, and the superior who is infeft in the land as well as the vassal ought to be directly taxed to the extent of his interest.

1119. Sir *Robert Anstruther.*] As to clause 36 of the Act, with reference to the classification of lands, will you be good enough to tell the Committee how it works, how land is classified, and whether tenant farmers pay upon the whole of their rent, or upon what portion of it they pay?—Will you allow me, in answer to that, to put in a "Circular regarding the Classification of Lands and Heritages for purposes of Assessment, under the Poor Law Act," which was printed and circulated. It was drawn up by members of the Board.

1120. When was it circulated?—On the 10th of December 1868; it explains the whole principle upon which we proceed in classification. It was done at my suggestion, in consequence of a conversation which I had with a very eminent Member of Parliament, whom I endeavoured to convince of the expediency and propriety of classification, and we, I believe, have received communications since to the effect that the scruples of people in adopting classification have been removed.

1121. What were those scruples?—We had a deputation some time ago from Dysart, who represented to us that it was very hard that people in that parish, farmers paying 1,000 *l.* of rent, should not be taxed upon the full 1,000 *l.*, whereas the small shopkeepers in the town of Dysart were taxed upon the full rent. It was with the utmost difficulty we convinced them that the Poor Law was a tax upon income, and that a means of getting at income was the rental a man paid with reference to the particular subject he occupied; and at last we did send them away convinced of the propriety of not taxing the farmer to the full extent of his 1,000 *l.* of rent, seeing that, although he paid that amount of rent, he had not that amount of income.

1122. Would you mention shortly the reasons by which you convinced them?—I cannot do better than read this: we say here, "The system has now been in operation for 23 years, and the Board have frequently before them applications from parishes in which classification is proposed to be adopted for the first time,——"

1123. Would you mention what "the system" is, because many people are ignorant of it?—It is this: you want to get at a man's income, and instead of going and looking at his books, and seeing how much he gets a year, you take the rough-and-ready mode of asking what rent he pays; he may occupy a dwelling-house or a shop, or have mines and quarries, or it may be railways, and lastly, agricultural subjects. Now it is quite plain that if a man paid 1,000 *l.* for the rent of his dwelling-house, that man must have an income of something like 10,000 *l.* a year or more, whereas if he paid 1,000 *l.* for a farm, the ordinary opinion is that his income represents one-third of his rent, 300 *l.* a year, say.

1124. Would you tell us why it is supposed that his income is one-third of his rent?—It is Adam Smith, I think, who states that, and it is the rule of the Income Tax Acts.

1125. *Solicitor General for Scotland.*] The old idea was, that a farm should pay three rents, the rent of the landlord, the expense of the working, and the remuneration of the farmer?—Yes; it would be unjust with these men's incomes varying in this way, when you are taking rental as the basis of taxation (for the basis is income) to tax them at the same rate, and therefore the mode of classification is this: we say that if the rate laid upon the parish in order to raise, say, 5,000 *l.* necessary for the Poor Law purposes for the year be 1 *s.* a pound, the man who occupies the dwelling-house is to be taxed the full 1 *s.*; then we adopt a lesser sum to be paid by the occupier of the quarry, and we say that he shall pay two-thirds, that is 8 *d.* on the pound; then we go to the agricultural tenant, and we say to him, "You shall pay one-fifth or one-fourth of what the man pays who occupies the dwelling-house." "Acting on these principles, the Board have approved of classifications whereby the tenants of dwelling-houses are made to pay the full rate assessed; tenants of shops, manufactories, railways, mines, and quarries, a less rate, but generally two-thirds of the rate paid on dwelling-houses; and tenants of agricultural subjects one-fourth or one-fifth (according to circumstances) of the rate paid on dwelling-houses. These exact proportions, however, are not held to be inflexible in every case that comes before the Board, and are now stated only as illustrations of the general principles which regulate the Board's decision."

1126. Sir *Robert Anstruther.*] Then I understand that it is optional with the parochial board whether it will adopt that system or whether it will not?—Yes.

1127. Can you say whether in point of fact the boards generally do?—According to my recollection, 172 parishes have adopted the classification.

1128. I hear from home, that on this subject there is a good deal of complaint, inasmuch as one parochial board adopts the system, another parochial board charges the farmer upon his whole rent; would it be desirable that the system should obtain in all cases?—I think it should; I do not see how you can have equitable taxation at all, unless you have classification; if you impose a tax upon rental all through, dwelling-houses and farms, you do grievous injustice to the farmer; you are forgetting the principle of the taxation by poor law, namely, income.

1129. Mr. *Hamilton.*] A great portion of the work of the Board is to decide legal questions, I think?—A great portion of it, but we have questions of fact too.

1130. Are those legal questions decided by the legal members of the Board alone, or does the chairman take part in the decision of them?—The chairman is now himself a lawyer, and he takes part in the decision.

1131. Supposing he was not a lawyer, would he?—Sir John McNeill generally conceded the matter of law to the legal members.

1132. Then,

1132. Then, during Sir John McNeill's time, the secretary of the Board who drew up the cases, and the legal members, did the whole of that portion of the work?—There was no case drawn up.

1133. The statement, I will say?—There was no statement; the whole *disjecta membra* are sent to us, letters and reports and matters from the country, and there is no statement except just simply the minute of the Board to circulate them among the legal members, and we have previously determined what the questions are that are to be submitted.

1134. Those questions are of great difficulty, I presume?—We must decide every question of law, and of course they vary in point of difficulty and importance.

1135. Could not that system be made use of for deciding questions of disputed settlement in the same way?—It might, but there is just simply this to say, it would be constituting another court for that purpose, where the pleadings (for I suppose pleadings must be admitted there) would be as expensive as in the existing court.

1136. But you decide many cases on statement of facts brought before you without legal form; could you not do that in cases of disputed settlement?—Would that give relief to parishes burdened with paupers? Certainly not.

1137. You think that they would not accept you as referees?—They are very anxious, a great number of them, for that, but it would just be constituting another court of justice.

1138. You suggested that parochial boards should have power to refuse relief to a pauper, to put him off the roll; have they not that at present?—No; once the sheriff puts him on the roll, they practically cannot put him off.

1139. Cannot they strike him off, and leave him to appeal to the sheriff?—Yes, but then he goes to the sheriff, and he may put him back on the roll again.

1140. You have been asked many questions about the system of assessment on means and substance; in Greenock you think it does not work well?—No.

1141. You happen to be an income-tax commissioner there?—Yes, but I have never attended as such.

1142. Do you happen to know whether the ratepayers are rated on the same amount by the income-tax commissioners as they are for the poor-rates?—That is a curious question, which I should have liked to have answered.

1143. You have no means of knowing that?—No.

1144. Mr. *Fordyce.*] Do you think that the poor are as well attended to in unassessed parishes as in assessed parishes in Scotland?—I can scarcely, from my own knowledge, answer that question; I have never heard any facts that would enable me to express an opinion upon it.

1145. Do you think that the present Poor Law system has had a tendency to diminish vagrancy?—No; and upon that matter I may say that we have issued a circular lately, giving practical directions for the repression of vagrancy, which is upon the increase; I have not it with me, but I will send it.

1146. Do you think that the present poor-house system has had a tendency to lead to an increase of vagrancy directly?—I have not the materials to enable me to answer that question; the Board has done its best to discourage vagrancy. The vagrant, we will say, comes to a parish and he wants a night's lodging; we have made suggestions to the inspectors and the governors of poor-houses that they shall give him a bath, which is always a thing that he dislikes, and that they shall extract work out of him as much as they possibly can do, but still, if he is in need of relief, they must give it, and he goes into the casual ward.

1147. Where the test of the poor-house is offered to a man or to a woman with illegitimate children and is refused, there is nothing to prevent these people becoming vagrants?—Nothing, except you put in force the old laws in Scotland, which are in desuetude against vagrancy, namely, treat them as criminals.

1148. What provision is made by the Board of Supervision for the education of pauper children in poor-houses?—The Board require from the parochial boards, education satisfactory to them, and accordingly they are sent, Protestant children generally to the parish schools, Roman Catholic children to the schools pointed out by the priest.

1149. Mr. *Miller.*] Upon the question of classification, are you aware that there is still a variety of classifications adopted, one kind adopted in one parish, and another in another, and so on?—There is this to be remarked, that no classification could be adopted without the consent of the Board of Supervision; sometimes we have said with reference to agricultural lands, for example, "You shall pay a fourth," sometimes a fifth, as we state in that circular, and in the case of quarries too, the matter varies, but there is a very great uniformity; unless the thing be absolutely inequitable we do not readily interfere with the recommendation made by the parochial board.

1150. Assuming that a parish classifies the property in this way: in the first place, they take the full valuation on the roll book, on land they allow 10 per cent. of deduction, on houses they allow 15 per cent. of deduction, on shops they allow 20 per cent. of deduction, on manufactories they allow 30 per cent. of deduction, they then assess upon the hundred pounds, minus these deductions; would you consider that equitable classification?—That is not classification at all; you are speaking now of a totally different thing from classification. Classification is the 36th section of the Statute, but you are now speaking of those deductions which the Lord Advocate by his proposed Bill means to abolish. The 36th Section is, "That where the one half of any assessment is imposed on the owners, and the other half on the tenants or occupants of lands and heritages, it shall be lawful for the parochial board, with the concurrence of the Board of Supervision, to determine and direct that the lands and heritages may be distinguished into two or more separate classes, according to the purposes for which such lands are used and occupied, and to fix such rate of assessment upon the tenants or occupants of each class respectively, as to such Boards may seem just and equitable"; the Lord Advocate does not propose to touch that question; that is classification; but the 37th section is, "That in estimating the annual value of lands and heritages, the same shall be taken with the rent at which, one year with another, such lands and heritages might in their actual state be reasonably expected to let from year to year, and a deduction," and so on; and that section the Lord Advocate is now proposing to repeal, and

Mr. *P. Fraser.*

16 April 1869.

to say, that in future there shall be no assessment except upon gross rental without any deduction; and your question is in reference to this existing state of the law, whereby a deduction must be made. Now you have put the case to me of 30 per cent. being deducted for manufactories, and 15 per cent. for dwelling-houses; that is matter within the control of the parochial board, subject to the review of the Court of Session. We the Board of Supervision have nothing to do with that; but you ask my opinion as to its expediency, and I answer this, that you must allow a greater deduction for repairs upon manufactories than upon buildings, such as dwelling-houses that are not so roughly used; and you must allow a greater quantity of deduction for insurance upon these than upon dwelling-houses, and hence the increased per centage that you have in that case; but that is not classification.

1151. Still that is a mode which (assuming it at all events) was adopted where the landed interest were overpowered and had nothing to say; it was submitted to the Board of Supervision and approved of?—The Board of Supervision has nothing to do with that 37th section; it is the 36th.

1152. You have been speaking of vagrancy; the Board of Supervision, I think, have issued circulars to all the parishes to erect reception-houses for a class that are pretty much allied to vagrants, and insist upon these houses being built; is not that calculated to encourage vagrancy very much?—What circular do you refer to?

1153. One issued a few years ago; I know one parish, I have been connected where it has occurred; Innerleithen parish?—You can get information as to that from others perhaps.

1154. With regard to these superintendents' reports which afford such valuable information, have the public access to those reports?—No.

1155. They are simply laid before the Board?—Yes, for our private information.

1156. And the Board of Supervision sits with closed doors?—Yes.

1157. So that these things cannot be brought before the public so as to shame these rich relatives out of the position which they take up?—I do not know.

1158. There is no means of the public getting access to them except by an inquiry like this?—No.

1159. Would it not tend, at all events, to keep down that evil a little if you had these superintendents' reports published and let the public have access to them?—I have never been against any publication of that information myself; I rather think that in such cases it might be useful to put upon the church doors the names of relatives; but such is the system; a Board like this must have a discretionary power to a certain extent of saying what it shall publish and what not. If it published everything it would not get the information it now gets. We frequently put action in motion upon anonymous letters.

1160. But as the people do not know about it, how can they get access to those who are able to pay for relatives?—With reference to that case of the clergyman's relatives, for example, that I have already alluded to, I would ask, Do not all the people in the parish know that that clergyman's relatives are in the poor-house? It is perfectly well known in the parish; but feeling is dead, and unless you amend the law as to liability for the maintenance of collateral relations you can do nothing.

1161. Would you say, from your experience, and your judgment following upon it, that the relief given has been confined to the proper objects, taking, for instance, the superintendents' reports before you?—I have stated already, I think more than once, that improper objects of parochial relief are admitted to the poor's roll.

1162. Mr. *Crum Ewing.*] With regard to the expediency of giving power to the parochial boards to give relief to able-bodied poor in cases of great dulness of trade, have you any opinion upon that?—I have a very decided opinion upon that, and it is this: once you give the parochial board power, which six judges of the Court of Session thought they had, to give relief to operatives, able-bodied poor, in the cases that you put of dulness of trade, you just establish the legal right of the able-bodied poor to demand it. You cannot resist in these periods of distress the demands of a great many men, if you have the power to give relief; and it is far better to allow the thing to stand upon the footing that it exists upon at present, namely,—the parochial boards violate the law and take it into their own hands, and no human being is a bit the worse for it; but they have this answer to any clamorous and unreasonable appeals to them in cases of distress: "We have no power to relieve you; the law will not allow us to do so; we have no discretion."

1163. You know of that which I suggest having been done?—Yes.

1164. When I asked Mr. Smythe the last time if he knew of any cases, he said "No"?—I happen to be a western sheriff, and I know of it.

1165. I suppose in those cases any individuals might have brought an action against the parochial board for recovery of their own portion of the rate?—What would they get back by it, only their own 1 *s.* 2 *d.* of the assessment which they have paid; and it is a far better thing to let it be in the hands of the parochial board, and let them take the responsibility; but you control them altogether if you give them the power. Giving the power is giving the legal right to demand relief.

1166. *Chairman.*] In fact, now they would only do it where public opinion would enable them to support it?—Yes; and a man would be hooted out of his town if he brought any action against them for doing it, if there was a clear necessity for it.

1167. Mr. *Ellice.*] As to those secret reports; the question was put to you just now whether beneficial effects might be derived from publishing the names of parties, who, though not legally, are morally bound to support their relatives. With reference to the case of that clergyman, it was his half-sister who was on the poor's roll, and he refused to do anything for her support. Supposing that his case had been published and stuck up as the honourable Member proposes, on the church door, would not the parties so publishing his name have been open to an action for defamation of character?—The suggestion came from me; perhaps, according to the present law, he would, because truth is a libel sometimes, if the truth is spoken from a malicious motive.

1168. You said that the local boards ought to have the sole power of giving or refusing relief; are you not aware that the old system of Scotland

was to give the poor a right of appeal direct to the Court of Session as against the parish, and that it is one of the effects of the Poor Law Act in settling the Board of Supervision, to take away that right except through the medium of the Board of Supervision?—Yes.

1169. Do you not believe that if you were to leave the discretion entirely in the local board of giving or refusing relief, which was so jealously guarded against in old times, great abuse could scarcely fail to arise from that discretion?—I have already stated that that is one of the most difficult points to deal with; shall you have an appeal or not is the question. And if you are to have an appeal, to whom is it to be? The present appeal is made twofold in regard to whether a man is a pauper or not, that is to the sheriff, whom failing, the Court of Session; in regard to the amount to be given to the pauper, the appeal is to the Board of Supervision. Now I would not propose to alter that latter appeal; I would leave the appeal to the Board of Supervision as to the amount intact. But in regard to the question whether a man should get upon the roll at all, I would ask, do not you think that public opinion is sufficiently educated now to enable you to leave that point in the hands of a selected committee of the parochial board itself? Because the sheriff's judgment at the present moment is invariably, I think, that the man shall get upon the roll; and a great many people are put upon it that ought not to be there.

1170. Do not you know that usually the sheriff gives an opportunity to the inspector to explain the case?—Yes, he does before the case is finally disposed of. But the first step is a grant of interim relief upon the statement of the applicant.

1171. But the inspector can show reason before the sheriff against that man being continued on the roll?—Yes.

1172. Do not you know that a parish may satisfy the order of the sheriff by giving that man 1 *d.* a week for relief?—It can.

1173. And if dissatisfied with that relief, which would be purely nominal, the inspector is bound to provide the pauper with a form of appeal, which is forwarded by the inspector to the Board of Supervision?—That is so.

1174. In the course of your experience have you heard of any general complaint of the deficiency or abuse of the system as it now exists; do you know whether any general dissatisfaction now exists with the arrangement, as I have described it?—I think that the opinion exists that the sheriffs are too easy in admitting persons upon the roll of paupers.

1175. My question was, "Do you know that any general dissatisfaction has been expressed with the order of things, as I have described it"?—To that extent, I say that I think that there is a general dissatisfaction.

1176. Mr. *M'Lagan.*] As regards the sheriff?—As regards the sheriff.

1177. Mr. *Ellice.*] But the sheriffs' order is practically only to the effect of giving the pauper a status?—Just a status, that is all. But it is the status of a pauper, which it should not be made too easy to attain.

1178. Sir *David Wedderburn.*] To what degree of collateral relationship would you consider it expedient to extend the legal responsibility for the support of poor relatives?—I would not go past the first line of collateral consanguinity and affinity; I would make it both.

1179. That is to say, brothers and sisters?—Yes; brothers and sisters, and brothers and sisters-in-law; and uncles and nieces, and uncles and nephews.

1180. Mr. *Cameron.*] I believe that in the Highland parishes they just combine together for the purpose of having a test house common to them all?—Parishes may combine, not merely in the Highlands, but in the Lowlands, too; there may be a combination of parishes for the purpose of having one poor-house, but there has been no combination of parishes in Scotland except one, which we dissolved the other day, namely, in Islay; three parishes there made themselves into one parish.

1181. *Chairman.*] You mean a combination under the Act?—Under the Act.

1182. Mr. *Cameron.*] Do you think that such combinations would be beneficial?—In a great many cases it would be a most excellent thing.

1183. Do you think that it would be so beneficial that it would be desirable to make it compulsory?—Yes, most unquestionably. For example, it is very hard that the parish of Canongate, which adjoins Edinburgh, should not be combined with Edinburgh for Poor Law purposes. The Board of Supervision should have the power of enforcing combinations in cases like that.

1184. Mr. *Miller.*] You would extend that to St. Cuthbert's also, I suppose?—Yes.

1185. One combination and one poor-house?—Yes.

1186. Mr. *Cameron.*] Could paupers appeal from the parochial board to the Board of Supervision instead of to the sheriff, that would be an expensive process, I presume?—The expense need not be great. Complaints of inadequate relief come up to the Board in the form of schedules with information. These are supplied to every inspector. The pauper comes to the inspector and makes him fill up the information applicable to his or her case, and then the inspector transmits it to the Board of Supervision. The question whether the person shall have a status, as Mr. Ellice put it, is one that is somewhat difficult to deal with; I do not think it ought to be given to the Board of Supervision.

1187. I did not wish to re-open that question, but to ask whether it would be a hardship upon the pauper to go to the Board of Supervision instead of going to his own sheriff substitute as a means of obtaining redress from those parochial boards?—It would in this way; in the one case, when he goes before the sheriff, the sheriff sees flesh and blood before him, and can judge for his own eyes; in the other case you can only judge from a statement in writing; and in that respect there is an advantage in keeping the appeal to the sheriff, if there must be an appeal from the parochial board on that question.

1188. About the law of settlement, I suppose you admit, after what we have heard, that there is a considerable hardship resulting from it in Highland parishes, where a pauper has to fall back upon the birth settlement after having spent, perhaps, 20 years in towns?—There is hardship, no doubt, about it, I admit that; but it is very much the same in a great many cases in other parishes; and now in such cases the Highland parish of settlement does not very often insist

Mr. *P. Fraser.*

16 April 1869.

insist upon the pauper going back to that parish; it remits the money to the parish where the man is.

1189. Mr. *Arthur Peel.*] To what do you attribute the increase of vagrancy in Scotland; it is a wide question, but you can give me any one specific cause amongst others?—I cannot do it.

1190. Do you think that it is any way attributable to a lax system of treatment?—No, I do not think so; it is the consequence, I suppose, in a great measure, of drunkenness and desertion by parents of their children.

1191. You do not think, therefore, that a more stringent system of treatment, compatible with fair treatment, would put any check upon vagrancy?—I think not, unless you put an obligation upon the poor-house to make it disagreeable, and one of the most disagreeable things to those people, is the bath.

1192. Are they in any way under the supervision of the police?—No, not while they are there, further than this, that the Governor of the poor-house has control over them, and would call in the police if anything happened amiss.

1193. If you were to put the vagrants under the charge of the police, and if the policeman were the relieving officer, do you think that that would operate as a sensible check upon the applications?—That is a very sensible suggestion; that had not occurred to me.

1194. The question has been raised in England whether they might not be transferred from the poor-house to the police cells?—Where would you get your bath in those cases, I would ask.

1195. Mr. *M'Lagan.*] Are you aware of any parishes in Scotland where the police-constable is appointed the under inspector of the poor, precisely to meet the case which Mr. Peel mentioned?—No, I am not aware of that.

1196. I know two or three such cases, so that the Inspector sends them to the police-officer?—That may be a good way of managing them.

1197. Mr. *Arthur Peel.*] But there are not police-offices necessarily in each parish?—In a great many there are, but not in all.

1198. Not places capable of receiving vagarants?—No.

1199. Mr. *Orr Ewing.*] You are in favour of the present Law of Settlement?—Yes.

1200. And you gave as your reason that it would be a hard thing if a pauper going to a parish for a short time, and becoming there incapable by accident, or disease, or otherwise, should be able to claim relief from that parish?—Yes.

1201. And you also stated that you thought it was the foundation of relief that he should have performed work in the parish which he was relieved by?—Yes.

1202. It appears, that a pauper may have obtained a settlement in a parish by a five years' residence which he loses by having left that parish for a year?—No; the law is this: a pauper having obtained a settlement by five years residence, if during any subsequent period of five years he does not reside a year in the parish he loses it.

1203. And when he does so, he goes back to the parish of his birth?—Yes.

1204. Where he may never have worked at all?—Yes.

1205. Do not you think that a hardship upon the parish of his birth?—What are you to do? he must have a settlement.

1206. Would it not be an improvement that a pauper having once gained a settlement by a residence of five years in a parish, you should make that the parish to relieve him ultimately, and that the parish of his birth should be relieved?—See how that would work; 20 years ago a man acquired a settlement in a parish by residence for five years, he has since been going all through Scotland, living here for 20 months, there for three years, and here for 20 months, and so on. You would require to trace that man back for 20 years, perhaps, till you got a five years' settlement, and then you fix him upon a parish from which he has been absent for 20 years.

1207. But is not that an argument against so long a period for a settlement?—No; the same thing would occur. Supposing you have a three years' settlement; a man three years ago, acquired a three years' settlement, and has never acquired one since, and you fix him on a parish at a great distance it may be.

1208. Do you consider that bondholders, ground annuals, and feu duties should be assessed for the maintenance of the poor?—Yes.

1209. And you gave as your reason for doing so, that it was a hard thing where a proprietor was in debt and borrowing money, that the person lending the money, being the real proprietor should not pay?—Yes.

1210. But then I think, I understand you to say, that you wished two assessments, that both the proprietor and the bondholder were to pay?—To the extent of the value had by each of them in the property.

1211. Then would it not be more convenient to make the enactment, if it were, brought in, to give the proprietor relief against the bondholder the same as he has in the case of the Income-tax?—It would be a very good thing, and the easiest mode of raising the tax.

1212. And the same thing in the case of a person having ground-annuals?—I think that a practical solution of the question.

1213. *Chairman.*] Do not you qualify that with reference to feu duties; in the case of feus there is really a double ownership?—Yes.

1214. And therefore there should be a double taxation?—There is a double ownership, certainly. I have already said so in answer to one of your number.

1215. Mr. *Orr Ewing.*] You approve of the combination of parishes?—Yes.

1216. And you said you thought that it should be made compulsory?—Yes.

1217. I presume that you allude merely to town parishes; you would not make it compulsory upon rural parishes, would you?—In some cases it might be advantageous there too, although this Islay combination was a most unfortunate example; they grumbled until we dissolved it lately.

1218. I presume you mean you would make it a general compulsion merely as to towns; you would not make it general in other parishes?—I would leave it discretionary with the Board of Supervision. In fact, there is a power of combination in the Act, but the Board of Supervision have no power of enforcing it.

1219. You want only that the Board of Supervision should have that power?—Yes.

1220. *Chairman.*] You would modify the present section of the Act by giving them a power to compel it?—Yes.

1221. Mr. *M'Lagan.*] Can you state the number of applications made to sheriffs against inspectors

spectors for paupers being improperly refused parochial relief?—You have that in the annual report.

1222. It is there given as 569, I believe; are you aware of the per-centage of that 569, where the sheriffs have decided against the inspectors; I think it is something like 60 per cent?—I have no further means of telling you than what is in the report.

1223. I think you stated that the Poor Law has been very improperly administered by the inspectors in general?—I say there is no doubt that there has been a very lax administration of it in a great many parishes.

1224. Do not you suppose that that lax administration has arisen from the uniform decisions of the sheriffs in favour of the paupers when applications are made to them, and that the inspectors therefore consider it unnecessary to defend any cases which the paupers may bring against them?—I attribute a great deal of that lax administration to that cause; I have said so already.

1225. According to the returns of the registered poor, I have observed that the number of dependants of the registered poor have increased with the increase of poorhouse accommodation; has that ever struck you?—No, it has never struck me.

1226. If a widow, or an unmarried woman with two young children depending upon her, makes an application, is she reckoned one pauper, or are the three reckoned three paupers?—One pauper.

1227. But if she goes into the poorhouse with the two children, they are put down as three paupers?—That is to say, she is put down as a pauper with two dependants, and the dependants are counted.

1228. And that may account in some way for the increase of dependants?—Yes.

1229. And the poorhouses, in fact, may be the cause of that apparent increase in the number of dependants?—Yes.

Tuesday, 20th April 1869.

MEMBERS PRESENT:

Mr. Anderson.	Mr. Loch.
Sir Robert Anstruther.	Lord Advocate.
Mr. Armitstead.	Mr. Mackintosh.
Sir Edward Colebrooke.	Mr. M'Lagan.
Mr. Craufurd.	Mr. Miller.
Mr. Ellice.	Sir Graham Montgomery.
Mr. Crum Ewing.	Mr. Parker.
Mr. Orr Ewing.	Mr. Arthur Peel.
Mr. Fordyce.	Solicitor General for Scotland.
Mr. Hamilton.	Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

The Right Hon. Sir JOHN MCNEILL, G.C.B., F.R.S., called in; and Examined.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

1230. *Chairman.*] I BELIEVE you were Chairman of the Board of Supervision from the commencement of its institution?—Yes, from August 1845, when the Board was instituted, until March 1868.

1231. We have had some evidence as to the course of practice and the constitution of the Board, and therefore I will not go much into that; but I should like to know whether you agree that practically the business is carried on, or was during your presidency, by yourself as chairman, and by the three sheriffs?—Yes, the ordinary business was carried on by the chairman and the three sheriffs, inasmuch as the three sheriffs were the most regular in their attendance. But occasions frequently arose when it became desirable that we should have the assistance of other members of the Board, and we frequently requested the attendance of the Solicitor General, and also of the two other Commissioners named by the Queen. They were men very competent to give advice, and we desired to have their advice before deciding any important questions involving principle.

1232. Did that occur frequently in the course of a year?—In the early period, shortly after the establishment of the Board, it was of very frequent occurrence. Of course, as matters became more settled, and we had decided a great number of points of principle, it became less necessary to call for the attendance of those gentlemen.

1233. On these occasions were all the members of the Board summoned, the provosts and the *ex-officio* members?—Every one of them is summoned weekly; but I frequently wrote specially myself, or the secretary wrote privately, to state that something important was going on; that there were important questions for consideration, and requesting that, if possible, they would attend; an urgent summons, in fact.

1234. And on these occasions would the whole members attend?—On some occasions the whole members of the Board were present. That did not happen very frequently, but in the first half year, I think, after the institution of the Board, it very often happened that all the members of the Board were present.

1235. How long did those special meetings with a full Board continue to be held; in other words, how long was it before you got into a regular system of work?—Well, I think that the decline in the attendance was very gradual. I could not fix any particular limit. I can only say that at the commencement, when matters were unsettled, the attendance of all the members of the Board was frequent, and it became less frequent as there was less occasion for their attendance.

1236. But latterly we have been informed it was difficult sometimes to get a quorum?—Latterly we have been in a great measure dependent upon the sheriffs for making a quorum of the Board. It would very often have happened that without the sheriffs I should not have been able to get a quorum.

1237. Have you any suggestion to make upon that state of circumstances as to any modification of the constitution of the Board?—Well, I am not prepared to propose any modification of the constitution of the Board. I am perhaps not the best judge, but it appears to me that the Board has worked very fairly up to this time for 23 years, and I am not at all sure that increasing the number of the members of the Board would necessarily increase its efficiency.

1238. The question was rather pointing the other way, whether reducing the number to those who would really practically attend, would not constitute a more workable Board?—If they do not attend they do no harm.

1239. But if you have a Board of a certain size, and you require a quorum, you cannot get on with your business without their attendance?—But if you strike off the members who fail to attend, you do not thereby necessarily secure the attendance of the other members.

1240. *Lord Advocate.*] I presume the members who do not attend are still available, if specially called?—Yes.

1241. *Chairman.*] If they are only available when

when specially called, are they not less competent to follow the business when they do come?—That would be so if the occasions on which they were called were not occasions on which some particularly important question required to be discussed, and upon which they are all competent to give an opinion.

1242. We have heard that in the absence of the sheriffs you generally are reduced to a quorum of a committee, that is to say, only two?—It frequently happened, especially in the autumn when the sheriffs were away about their registration courts and other county business, and when the Lord Provost as well as other people was taking holiday, that we were obliged to content ourselves for one or two weeks in succession with a committee, which reported to the Board upon the next occasion on which we had a quorum.

1243. On those occasions the committee dealt with the matter in the best way they could, their decision being left to be confirmed by a meeting of the Board?—Yes.

1244. Can you tell the Committee generally, whether the decisions of such committees were always supported by the meeting of the Board, or whether there was a difference of opinion sometimes between the committee and the Board?—I think, with very rare exceptions, they were. Upon those occasions I was almost always a member of the committee myself, for I was required to give regular attendance, and during the time that I have been at the Board I have had the good fortune on most occasions to receive the support of my colleagues.

1245. Then practically, in fact, the decision of the committee became always the decision of the Board?—Not necessarily the decision of the Board, but practically it rarely happened otherwise; there were occasions on which the Board thought that some modification in the decision of the committee was desirable, and it was made; but those were rare occasions.

1246. Would you not think that it might improve the administration of the business that comes under the jurisdiction of the Board of Supervision to reduce the Board to one responsible head, which should be responsible to Parliament?—Well, I have had 23 years' experience of the Board of Supervision, as the chairman of that Board, and I say, without hesitation, that I should deeply lament such a change as that; I have derived so great an advantage myself from the advice and assistance of my colleagues, and especially of the sheriffs, that I should pity any man left in the position in which I should have been without such assistance.

1247. I presume that the questions upon which most frequently you would require the advice of other members would be legal questions?—The advice of the sheriffs was invaluable as regarded legal questions; but we had the good fortune to have, as sheriffs and as members of the Board, men whose opinion was of value upon every question; and I felt far more satisfied when any proposition which I had to make to the Board was fairly discussed by them (and often discussed in a hostile sense, too, by some of the members), and when the Board came to a decision, after full and free discussion amongst the members on the point at issue, than I should have felt if I had been acting solely on my own responsibility.

1248. Generally, then, the views taken by the chairman were supported in the main after the discussion?—The views taken by the chairman were fairly discussed, and it was my good fortune at the time that I was at the Board generally to have the support of the Board; but there were occasions on which some of the members of the Board dissented from my views, and there were occasions on which I thought it right to modify my views in consideration of the advice and opinions which I had received during the discussion at the Board.

1249. I believe Mr. Smythe generally is the official member who attends to make a quorum?—There are three commissioners named by the Crown, of whom one is the chairman; the other two at present are Sir William Gibson Craig and Mr. Smythe; then the remaining members of the Board are all members, *ex officio*.

1250. I believe that Sir William Gibson Craig has considerable business elsewhere, which prevents his attending the Board?—He did not attend very regularly; but he attends whenever there is any question on which it is desirable to have as many members as possible present.

1251. Do not you think it would be more advantageous, assuming that the constitution of the Board were continued with three official members, that those three official members should be so appointed that they should constantly attend, and have before them the regular course of business from week to week?—I do not know that; I have always thought it very important to the Board, and to the smooth working of the Board, that there should be a representation of the landed interest of the country in the Board. I do not believe that the proprietors in Scotland would have worked as smoothly with the Board of Supervision if we had not had amongst our members two recognised representatives of that class; they felt that what these men concurred in was not hostile to their interests, and we have all along, from the beginning, had landed proprietors of considerable weight on opposite sides of politics; for from the commencement I was exceedingly desirous that the Board should not only be free from any party bias, but that it should be free from the suspicion of party bias; therefore, on the first formation of the Board, Mr. Drummond, of Blair Drummond, having been appointed one of the Crown commissioners, I made a special request that the other should be Sir George Macpherson Grant, of Ballindalloch, who was on the opposite side of politics; and from that time to this the nominations have all been made with that view, that the two commissioners named by the Crown should be one on one side of politics and the other on the other.

1252. You talk of representation on the Board; I was not aware there was anything like representation on the Board?—Well, representation in a strict sense there was not; they were not elected, and therefore were not representatives, but I think that in an essential way they represented the interests of the landed property of Scotland at that Board, and that they were there prepared to object to any proceeding which they considered undue, or unduly hostile to the landed interest.

1253. But if you think that it is necessary or desirable that there should be representation on the Board, why are the landed interest alone to be represented?—The boroughs were represented by two of the principal Lords Provost. The Solicitor General, and the three sheriffs were

Rt. Hon. Sir *J. McNeill*, G.C.B, F.R.S. — 20 April 1869.

men who had a great deal of local knowledge, and who did not necessarily belong to any particular section of the community. Some of them were Free Kirk men; some of them Episcopalians; some of them Presbyterians of the Established Church, and some of them of other denominations. There was, therefore, on the Board (if you will permit me to call it a representation) a representation of every class and denomination in the community.

1254. What representation is there of occupiers?—Every sheriff on the Board is an occupier; I think there are very few of them that are proprietors of houses; I, myself, am an occupier; I am not a proprietor.

1255. I think that you did not quite take in the meaning of the question which led to this evidence. My question was directed to this, whether you did not consider that the official members would be more useful as advisers to the chairman, if they were gentlemen constantly attending to the business of the Board, instead of being summoned only on special occasions?—I should have been very glad if they could have all attended constantly; but if you are to select from men specially fitted for business, you will find very few of them so little occupied as to be able to give constant attendance; and men who are able to give constant attendance are, for the most part, men who are not engaged in much business, who have not much to do, and who have not been charged with any particular work.

1256. In fact, they are not paid members, and they have other business to attend to?—They are not paid members.

1257. But would it not be better that the useful working members of the Board should be paid, so that the country should get the whole of their attention to the business?—If the Government are prepared to pay a greater number of members, I have no doubt that you could thereby ensure a more regular attendance. I think that every man who is paid considers it a duty to attend.

1258. It is not a question of regular attendance, by itself, but whether it would not be more beneficial that the country should get the whole benefit of the attendance of the working members on the Board?—It might be so. I do not know. I think that the chairman and the three sheriffs, with the occasional assistance of the other members when there is any difficulty, constitute an efficient Board, or ought to constitute an efficient Board.

1259. *Lord Advocate.*] Have you found the non-attendance of the *ex-officio* members to be any substantial cause of inefficiency in the Board?—Not the least.

1260. *Chairman.*] What is your opinion with regard to the effects of the Poor Law Act of 1845 on the condition of the population and of the paupers?—On the condition of the paupers I can have no doubt that it has had a very beneficial effect; that they are in a very considerably better condition than they were before.

1261. Do you mean that more paupers, who are entitled to get relief, get the relief they are entitled to, or do you mean to say that each individual pauper is better cared for and looked after?—I think that each individual pauper receives more and lives better.

1262. Has the average rate of allowances increased then since the Poor Law Act?—The average rate of allowances increased at first with considerable rapidity. They have not increased so much latterly, but they have continued to increase. The average allowances to the paupers in Scotland have gone on increasing; the tendency is to increase.

1263. What do you consider the average allowance now of paupers throughout Scotland?—The average annual allowance to each pauper on the roll or registered, was 5 *l.* 8 *s.* 3½ *d.* in 1860, and the average allowance of the preceding 10 years was then 4 *l.* 12 *s.* 5 *d.* per annum.

1264. *Solicitor General.*] That, I suppose, is to each pauper, including those who may happen to be dependent on him?—Yes, including those who are dependent on him.

1265. Mr. *Miller.*] Does that include the allowance to paupers in poor-houses?—It is arrived at by dividing the cost of relief to paupers by the number of paupers on the roll.

1266. Then it includes the poor-house paupers?—It includes the poor house paupers, those who are registered.

1267. *Chairman.*] Have you any means of giving to the Committee the information of the average separately for the maintenance in poor-houses and out-door paupers?—In our Report for the year 1859 the whole question was gone into, and that very point was fully discussed. In that Report we have gone into a comparison of the rates of maintenance to in-door and out-door paupers in Scotland and in England. "The number of paupers of all classes in receipt of relief in Scotland on the 14th May 1858 was 124,227, and in the year ended that day there was expended on the relief of registered and casual poor 524,212 *l.* 15 *s.* 11 *d.* That sum, divided by the number of poor (124,227), gives for the average allowance to each 4 *l.* 4 *s.* 4 *d.*"

1268. That includes the casual poor?—That includes paupers of all classes; it includes people of all ages of both sexes, and of all classes who were in receipt of relief. "But to the amount returned as expended, there remains to be added relief provided for the poor in other forms, in several extensive districts, and not included in the returns of expenditure, because not the subject of money payments. In our last Report we estimated the annual value of houses, land, &c., occupied rent free by paupers in the four principal Highland counties, at 12,000 *l.* We have no reason to believe that this estimate is too high, and it may fairly be extended to many Highland parishes in other counties," and so on. I need not trouble you with the whole detail of that. "It is difficult to ascertain, or even to estimate with confidence, the value of these; but the lowest estimate would give at least 3,000 *l.* in addition to the 12,000 *l.* already referred to, making in all, 15,000 *l.* to be added to the expenditure returned to us, and raising the amount to 539,212 *l.* 15 *s.*, which, divided by the number of paupers, gives as the average to each 4 *l.* 6 *s.* 9 *d.* In the Northern and North-western divisions of England, comprising the counties of Northumberland, Durham, Cumberland, Westmoreland, Lancaster, and Chester, with a population in 1851 of 3,444,479, it appears from the annual Report of the Poor Law Board for 1858–9 (pages 182 and 194), that the mean number of paupers of all classes in receipt of relief on 1st July 1857, and 1st January 1858, was 151,458; and from the same Report (page 46) we find that the expenditure under the subjoined heads, was as follows: In maintenance, 143,427 *l.*

143,427 *l.* 14 *s.*; out-relief, 425,372 *l.*; maintenance of lunatics in asylums, 49,632 *l.* 9 *s.*, making altogether 618,432 *l.* 3 *s.* That sum divided by 151,458, gives for the average annual amount to each pauper 4 *l.* 1 *s.* 7¾ *d.* The lowest average for Scotland, is 4 *l.* 4 *s.* 4 *d.* The higher average for Scotland (including 15,000 *l.* estimated as above), is 4 *l.* 6 *s.* 9 *d.* From the same Report of the Poor Law Board (page 12) we learn that the mean number of paupers of all classes at one time in receipt of relief in England and Wales, for the year ended Lady-day 1858, was 908,886; and at page 46, the expenditure for that year is given as follows: In-maintenance, 1,067,803 *l.* 7 *s.*; out-relief, 3,117,273 *l.* 15 *s.*; maintenance of lunatics in asylum, 397,825 *l.* 10 *s.*, making altogether 4,582,902 *l.* 12 *s.* That sum divided by 908,336, the mean number of paupers, gives for each 5 *l.* 0 *s.* 10¾ *d.* The lowest average for Scotland is 4 *l.* 4 *s.* 4 *d.* The difference is 16 *s.* 6¾ *d.* The higher average for Scotland is 4 *l.* 6 *s.* 9 *d.* The difference is 14 *s.* 1¾ *d.* The difference of 16 *s.* 6¾ *d.* per annum is equal to nearly 3¾ *d.* per week. The difference of 14 *s.* 1¾ *d.* is equal to about 3¼ *d.* per week." That gives the average in 1859, and the comparative amount that each pauper receives in Scotland, in the northern parts of England, and in England and Wales, taken as a whole.

1269. *Chairman.*] The total number of paupers in Scotland at that time was 124,227, you say?—Yes; that includes the casual poor.

1270. And dependants? — It includes all dependants; it includes every person in receipt of relief of whatever age, sex, or class.

1271. I have here a return before me, which is an abstract of the statistics of the various Reports of your Board, and I do not find that the figures quite agree. I make out that in 1859, according to this return, the total number of paupers was 99,363?—You may probably have taken (as I find you have done on another occasion) the whole number relieved throughout the year, instead of the number relieved on a particular day.

1272. Then the number you give is the number on a particular day?—The correct number on a particular day, taken as you would take the census.

1273. *Lord Advocate.*] The casuals may be taken two or three times over, if you take the whole number relieved throughout the year?—Yes; if you compare the number relieved throughout the year with the number relieved on three particular days in the year, that is the 1st of January, the 14th of May, and the 1st of July, you will find that the average number on any one of those days is between 5,000 and 6,000, and that the total number relieved in the course of the year is from 40,000 to 50,000. With reference to that subject perhaps the Committee will permit me to make an observation. I saw the report in the newspaper of Mr. Smythe's evidence, and I observed that a question was put to him, as to the remarkable increase in the number of paupers between 1846 and 1847, which was put at 16,000. Now I have here the second annual Report of the Board of Supervision, 1848, bringing down the returns to 1847, and I find this: "The number of poor on the rolls of all the parishes in Scotland on the 1st of February 1845" (that was before the Board of Supervision was formed) "was 63,070, or about one in 42 of the population. On the 1st of February 1846 the number was 69,432, or about one in 38 of the population. On the 15th of May 1847 the number was 74,161, or about one in 35·3 of the population. The number of poor persons who died or ceased to received relief in the year ending 14th May 1847 was 11,810, making the number of persons who received relief by order of the parochial boards in that year, 85,971." Now, the numbers compared were, the number 69,432 on the 1st of February 1846, and the total number relieved in the course of the year, which amounts to 85,971; that is comparing dissimilar things. The comparison is between the 69,432 on the 1st of February 1846 and the 74,161 on the 15th of May 1847, that is, taking it as a census upon a particular day.

1274. *Chairman.*] Taking a series of years, the number of registered poor relieved in the year would be a fair indication of the amount of pauperism, would it not?—I do not know that; because of the registered poor relieved during the year there are a great number who are relieved two or three or four times during the year; it is the number of cases, in fact, rather than the number of persons. A poor man gets ill, laid up with fever, or any other complaint, or from accident; he comes upon the roll, he gets better, he gets ill again; perhaps he comes upon the roll again, and so on. The number relieved in the course of the year will never give you an accurate measure of the number of persons; you can only get that by taking the census on a particular day.

1275. But would not that class of cases fall under the column of casual poor?—No; the distinction between the registered and casual poor is this; all are considered casual poor whose cases have not been before the parochial board and decided by them; they are all casual until they have been disposed of by the parochial board; but the moment they are disposed of by the parochial board, and relief is ordered by the parochial board, they are immediately registered; that is the distinction between the casual and the registered. A great number of those who appear as casual poor in one return are registered poor in the next return; they are casual until their case has been brought before the parochial board and disposed of by them, the inspectors giving casual relief until the parochial board has ordered permanent relief.

1276. Mr. *Orr Ewing.*] Are we to understand that the statistics in the return we have had are fallacious throughout as to the numbers?—No; the statistics give throughout in the reports of the Board the numbers who have received relief during the year, or the number of cases, the number who have died or ceased to receive relief, and the number chargeable on the 14th of May.

1277. But have you got for each year an account of the number of paupers upon a particular day?—Not for every year. It was only after some time that we got the returns of the casual poor on the 1st of January and 1st of July, but as to the registered poor, we have the numbers returned on the 14th of May in every year.

1278. *Lord Advocate.*] If you have a return of the number of registered poor on one day in each year, it would be desirable for us to have that?—There is no difficulty in getting at that; the number who have died or ceased to receive relief deducted from the number relieved throughout the year will give you the number chargeable on the 14th of May.

1279. *Chairman.*] I gather from your evidence that

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

that it is quite possible that many of these who appear under the casual poor also come into the number of registered poor?—Yes.

1280. So that the two columns summed up together would not give any test for the number altogether?—The total number relieved on any particular day would give you a quite correct test.

1281. But you have not been in the habit of giving any statement of that kind in your annual Reports?—I do not know; it is only since we have been in the habit of getting returns on the 1st of January and the 1st of July that we have been very particular about that.

1282. Could you suggest any form of return that would give us more particular information, so that we might have a correct view of the state of pauperism?—I think you will find in the summaries attached to the latter Reports of the Board of Supervision as complete a return as I have had ingenuity enough to devise. I have in my hand the 20th Annual Report, but there are others anterior to that which are the same in that respect. At page 166 there is a supplementary summary, Number 2, "Number of casual or unregistered poor relieved during the year ending 14th May 1865." One of the columns there is "Casual poor at 14th May 1865." The next column shows the number of dependants of those poor.

1283. I have a similar table in the last report, but I do not see that it gives us the number of registered poor on a particular day; it only gives us the number of registered poor during the year?—If you look at the preceding summary for 1864, you will find that it gives the same information as to the registered poor.

1284. *Lord Advocate.*] I see by the last report, that while the number of casual poor relieved in the year is 53,000, the number relieved on a particular day seem to be only 6,000 on the 1st of January, and 5,900 on the 1st of July?—Yes.

1285. Has that summary been continued in the different reports?—Yes, and for some time before that. I only happened to stumble upon this particular one. I have got before me the last report of the Board, the 23rd. It contains several summaries: the 1st summary is, "Number of poor relieved year ended 14th May 1868." At page 191 you will find these heads: the number of parishes, the population, the poor relief during the year, distinguishing males and females, their dependants, the number who died or ceased to receive relief, the registered poor and their dependants, the number of registered poor at 14th May 1868, number of dependants at 14th May 1868, casual or unregistered poor relieved during the year, so classed as casual poor because of undetermined settlements. As long as the settlement is not determined to be in the parish in which they are receiving relief they are relieved as casual poor, until their settlement is fixed. Then the next head is, all other casual poor, number of casual poor at 14th May 1868, number of their dependants, number of applicants refused relief, number of poor already enumerated who were orphans or deserted children, relieved under order of sheriff; natives of England, their dependants, natives of Ireland, their dependants, and insane or fatuous. There is another summary of the "Number of registered poor," giving them separately; and another of the "Number of the casual or unregistered poor," giving them separately; another of the "Number of removals to England and to Ireland, and to other parishes in Scotland;" and finally, there is a summary, Number 4, "Number and cost of lunatic poor year ended 4th May 1868," showing the total number of lunatics, the number of such who have died, been cured, or ceased to receive relief during the year, the number remaining on roll at 14th May 1868, the number in asylums and poor-houses at 14th May 1868, the number in private dwellings at 14th May 1868, and the total amount expended on account of lunatic poor during the year ended 14th May 1868.

1286. All the materials are there which we need?—I do not know that I could devise any others. I did my best; it is not a very easy thing to put these statistics in a perfectly intelligible shape, and I found difficulty in doing it, but we have done our best. I daresay the Board of Supervision would be very glad if anybody could suggest a better mode of doing it.

1287. *Chairman.*] In regard to the number of dependants (I must take these somewhat incomplete statistics as a sort of guide), I find that there is no head with regard to dependants until we come to the year 1855?—That is quite true; we found it exceedingly difficult to get that information.

1288. Then up to that year they were included amongst the registered poor, I presume?—In some parishes they were, and in some they were not. There was great confusion, and it took a considerable time to get it put right. In the first Annual Report of the Board for 1847 (that is to say, it was dated August 1846, but it was laid before Parliament in 1847), there is this paragraph: "The imperfect manner in which the rolls had been kept, made it impossible to ascertain the number of persons dependent on those whose names appeared on the rolls." And that difficulty was only gradually got over.

1289. Practically it was not got over for any real purpose at all until the year 1855?—No; we got pretty near it before that, but we did not venture to commit ourselves to statistics which we knew were still imperfect, and we only gave the number of dependants when we satisfied ourselves that we got reliable returns from every quarter.

1290. In that year I find that the number of registered poor relieved during the year was 100,560, and of dependants 40,569?—Yes.

1291. Going down the following year, I find that the numbers of registered poor relieved during each of the following years do not vary very much; they seldom come up again to a hundred thousand except in 1868, the last report, when they come to 104,541?—That is an exceptional year.

1292. When I take the column of dependants relieved during the year they increase every year, until in 1868 they amount to 69,205?—Yes.

1293. Can you account for that increase in dependants, while the actual registered poor throughout the year do not vary much?—I cannot satisfactorily account for it. I think it exceedingly probable that the number of dependants of those who are now on the roll, may be greater than of those who were formerly on the roll. But that is a mere conjecture; I can give no solution of the thing. I have no doubt at all of the accuracy of the return as a general rule.

I do

I do not mean to say that there may not be errors in the return, but they are not of any consequence.

1294. It strikes, looking at this return, that the number of the dependants does not appear to vary in ratio to the number of the registered poor; they go on steadily increasing even while the number of the registered poor diminishes occasionally?—I cannot account for it.

1295. May I take it that to take a correct view of the amount of pauperism we should take out of your reports the number of registered poor and casual poor and dependants, the various heads, on a particular day?—On a particular day, undoubtedly.

1296. Is it your experience that if you take it on one particular day it shows a pretty fair statement of the amount throughout the year?—Yes, I think so. In England they take it on two days, the 1st of January and the 1st of July. We had previously established the system of getting our returns on the 14th of May. I went into a calculation and found that as nearly as possible the number on the 14th of May was the average of the year; so we did not change. We had reason to believe that the 14th of May gave a very fair average for the whole year.

1297. Can you tell us then, as we have not got the statistics drawn out in that shape, whether the number of poor has increased generally throughout Scotland, taken on that one particular day?—Since I understood that I was expected to appear here, I made, or caused to be made, an abstract which I thought might be useful to the Committee. It is a "Table showing the number of registered poor and their dependants receiving relief in Scotland on the 14th of May in each year, from the 14th of May 1846 to the 14th of May 1859, with the ratio per cent. of such poor to the estimated population. Also the number of casual poor, and of their dependants, and the total number of poor of all classes receiving relief on the 14th of May in each year, with the number per cent. of the population receiving relief. Also, the average of each column for the 10 years, from the 14th of May 1849 to the 14th of May 1859, and for the nine years from the 14th May 1860 to the 14th May 1868." I may mention that the estimated population is arrived at in this way. We have the census of 1841, the census of 1851, and the census of 1861. There is an increase in each succeeding census, and we distribute the increase equally over the intermediate years. For instance, take the census of 1851 and the census of 1861; we add one-tenth of the increase to each intermediate year; that is the nearest approach we can make to an estimate of the population, and it cannot be very far wrong. The ratio per cent. to population of the number of persons relieved is also given in my Table. I will not trouble you with the details, as I intend to put the Table in; but I will point out that one column gives the "general total of all classes receiving relief," that is, of all ages, and both sexes, of casual and registered, everybody receiving relief on the 14th of May for each year. Then comes the ratio per cent. to population. The average per cent. of population in the first 10 years is 4·098. The average per cent. of population for the last nine years is 4·086.

1298. You mean from 1860 to 1869?—From 1860 to 1868 inclusive; so that there has been a fractional diminution on the average, even including the year 1868, which is, in respect of numbers, an exceptional year.

1299. May I ask you why you take the first 10 years down to 1859?—My reason is this: the years 1846, 1847, 1848, and 1849 were in many respects exceptional years. In 1846, immediately after the Board of Supervision was formed, we had to encounter the difficulty of the great failure of potatoes. It affected things, not only in the Highland districts, which it reduced almost to a state of famine, but it affected the whole country, inasmuch as the poor people all over the country were obliged to subsist on a more expensive food than the potato, which they had been accustomed to use. That condition of things, therefore, was one which I thought did not give a fair average representation of the condition of the country; besides that, the Board met for the first time in September 1845. We had a great deal to do; we had to construct our machinery before we could put it in motion, and it was well on in the next spring before we were really in operation at all. That year we encountered the potato famine which I have spoken of, and we struggled through those difficulties until 1849, which was the worst year we had. I thought that in 1850 things had so far righted themselves that we might fairly begin then to count our statistics as of value, with reference to the normal condition of the country. I took the 10 years from 1850 to 1859, and therefore have only nine years remaining. If I had included 1849, I should have shown a still further reduction, more than a mere fractional reduction in the number of paupers; but I should not have considered that a fair representation.

1300. 1849 you consider an exceptional year?—I consider it an exceptional year.

1301. It was the year in which there was the greatest number of registered poor that there has ever been since the Poor Law Act was passed?—Yes, and it was in all respects exceptional, both as regards the number of poor and the expenditure; it was, in reference to the years immediately preceding and immediately succeeding it, an exceptional year.

1302. Can you give me the number actually relieved in 1849 on the 14th of May?—I have only the registered poor for 1849, not the casual poor.

1303. I am speaking of the registered poor; the total number relieved through the year is 106,434; can you give me the total number on the 14th of May?—The total number on the roll, with their dependants, as far as we could make out the number of dependants on the 14th of May 1849, was 118,960.

1304. That does include the casuals?—That was only the registered poor; we had no proper returns of the casuals.

1305. But I have here 106,434 throughout the year?—I mean that we had not a return of the casual poor for a particular day; we had only the number relieved throughout the year, not a return for the 14th of May.

1306. Then what you have just given us is the number of registered poor throughout the year?—The number of registered poor and their dependants on the roll on the 14th of May 1849; that was, as I have said, 118,960.

1307. I have here the number of registered poor throughout the year given as 106,434, and the number of dependants left blank?—But the number which I have given you includes the dependants.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

1308. But your annual report for that year does not give the dependants; did you ascertain them afterwards?—I put them in afterwards; I do not absolutely vouch for the number of dependants; but we got that as nearly as we could; we did not venture to lay it before Parliament as a return for which we could be answerable as to the number of dependants; but I do not believe that it is a thousand out.

1309. Mr. *Miller.*] Will the number of the registered poor for the year be correct taken as 106,434?—Yes.

1310. *Chairman.*] The number you have mentioned, I presume, includes all poor, whether out-door relieved or in-door relieved, or lunatics?—Yes. There was very little in-door relief at that time; it includes everything; it includes all the persons that were on the roll or registered, with their dependants, as nearly as we could get at them; but for the next 10 years the returns are more reliable. In 1849, the proportion to the population of that 118,960, was 4,196 per cent.; we have never got up to four per cent. again of the estimated population until 1868.

1311. But the average is still 4 per cent., and a little over?—The average of registered poor (we are speaking of them now, whereas I formerly spoke of the total number of poor of all classes) and their dependants, in proportion to population, was 4·196 in 1849; in 1850 it was 3·988; in 1851 it was 3·914; in 1852 it was 3·733; in 1853 it was 3·727; in 1854 it was 3·832; in 1855 it was 3·856; in 1856 it was 3·868; in 1857 it was 3·816; in 1858 it was 3·854; and in 1859 it was 3·833. The average of those numbers is 3·842. Then it goes on with the number 3 and a fraction down to 1868, when it becomes 4·051, still below the per-centage for 1849. Then, if you include the casual poor, including the poor of all classes for the ten years from 1850 to 1859 inclusive, the per-centage of population was 4·098. For the nine years from 1860 to 1868 inclusive the per-centage was 4·086; as nearly as possible the same, but a fractional difference in favour of the last nine years.

1312. May I take it, then, that by taking the number of the poor at a particular day, you get an absolutely correct statement of the number of individuals relieved?—Exactly so.

1313. Whereas, if you took it throughout the year, many would appear in more than one category, and many in different parishes?—Many of them would appear several times, and some of them in different parishes. It is exactly on the principle of taking the census. (*The Return was handed in.* Vide *Appendix.*)

1314. Will you proceed now to the question of expenditure?—I have tabulated the expenditure in the same way; but I must explain that, as regards the estimated annual value of lands and heritages, we have only a limited number of returns to go upon. Had I been aware in time of what was required here, I might have got, by application to the counties, the county valuation rolls, and have made the statement more reliable than it is. The annual value here is estimated on the same principle that I have described in regard to the population. We had a certain number of returns to rely upon, and we distributed equally the increase shown by the latter return over the intermediate years between that and the previous return. In the same way, the last Parliamentary return that we have being that for 1859, we have assumed that the rate of increase which prevailed between 1856 and 1859 has continued to prevail up to this time.

1315. Why is it that you have not in your reports given the valuation annually, which you could have had from your inspectors?—In the first place, until Mr. Baxter's Act was passed it would have been very difficult for us to have got accurate returns from our inspectors, because the assessment was not all upon lands and heritages. Up to that time it was also on means and substance, and the returns of the sum on which the assessment was imposed would represent, not merely the annual value of the lands and heritages, but a great deal of income which had nothing to do with lands and heritages.

1316. But it was only in a very small number of parishes that means and substance was retained as the basis of assessment?—Means and substance was for a considerable time maintained in several parishes, and some that had left it went back to it; so that our returns would have been very fallacious if we had taken them then. But since Mr. Baxter's Act came into operation, and when only one or two parishes continued to assess on means and substance, it would have been quite possible to get the returns had there been any special object in obtaining them.

1317. Will you be kind enough to proceed with the explanation of your statement of the expenditure?—The first column is "Estimated annual value of lands and heritages in Scotland," estimated in the manner that I have described. The next column is "Total expended on relief and management of poor."

1318. "Relief and management" you put down in one?—Everything that is paid out of poor's rates.

1319. You have not distinguished the relief from the management?—No, not in that column; that is distinguished in the latter part of the return. It gives the "total expenditure on relief and management of poor;" "per cent. of annual value;" that is to say, how much it comes to per cent. on the annual value as estimated. In the year 1849 it came to 5·537. The average of the next 10 years, 1850 to 1859 inclusive, is 5·150. The average of the last nine years, 1860 to 1868 inclusive, is 5·083. It therefore appears that, although the expenditure on the poor has largely increased, the rate per cent., or per pound, has not increased, but has fractionally diminished.

1320. Mr. *Miller.*] That is the per-centage in the estimated value?—It is, on the estimated value, liable to certain corrections when we get the return.

1321. Mr. *Orr Ewing.*] For all practical purposes it is very exact, I suppose?—Well, I do not believe it is far out; it is as accurate as I could make out with the materials I had. Then, as to management, the cost of management has largely increased; the average per cent. of the total expenditure for the first 10 years, that is, from 1850 to 1859 inclusive, is 9·724; the average for the last nine years, 1860 to 1868 inclusive, is 10·556.

1322. *Chairman.*] That is the proportion of the cost of management to the total expenditure?—It is the per-centage on the total expenditure which gives the sum expended on management.

1323. Mr. *Miller.*] And that is expenditure of all sorts connected with the poor?—Expenditure of all sorts, the total expenditure on relief and management of the poor; it includes all the charges

charges that come out of the rates, as I understand it.

1324. *Chairman.*] Does that total expenditure include law expenses, and medical relief?—Law expenses, medical relief, and everything. I can give you the per-centage of each of those; taking medical relief, the average per cent. in the first 10 years is 4·102; the average per cent. in the last nine years is 3·940.

1325. Sir *Graham Montgomery.*] Exclusive of the Parliamentary grant?—That does not include the Parliamentary grant; it is what is paid out of the rates.

1326. *Chairman.*] But the Parliamentary grant is an equivalent to what is contributed by the rates, is it not?—No, it would not nearly furnish that; the Parliamentary grant is only a fixed sum of 10,000 *l.*, which is distributed to the parishes on condition of their expending a certain sum from their own funds, that is as to medical relief. Then one very heavy item in expenditure has been "buildings for poor," that is poor-houses and other buildings for the poor. This last year, 1868, shows an expenditure in buildings for the poor of 67,719 *l.*; that is accounted for by some very large and expensive poor-houses having been erected, especially the poor-house for the City parish of Edinburgh, and the poor-house for the St. Cuthbert's parish in Edinburgh; they are both large parishes, and they have built, I must say, most creditable poor-houses.

1327. *Chairman.*] I was going to direct your attention to the general increase. You have brought out that the per-centage of gross expenditure has remained the same from 1849 downwards?—Yes, within a small fraction.

1328. What has been the increase in value during those years?—Very large indeed. In 1846 the annual value of lands and heritages in Scotland was returned to Parliament as 9,870,058 *l.* In 1868, estimating the annual value in the manner I have described, it gives the result of 16,443,277 *l.*

1329. Then, if we take the per-centage, we shall not arrive at anything like a fair view of the amount of cost of the poor?—The amount of cost has largely increased. I can give the absolute cost; but I wanted to point out that although the cost has largely increased and rapidly increased, it has not increased more rapidly than the annual value of that property from which the funds are supplied; that the rate has not increased, although the actual expenditure has increased.

1330. As the value has nearly doubled, therefore the expenditure must have nearly doubled to keep up the rate?—Certainly. The total expenditure in 1850 was 581,553 *l.* The total expenditure in 1868 (which I must repeat is an exceptional year), was 863,202 *l.* In the immediately preceding year 1867, it was 807,631 *l.*; it has gone on progressively increasing. The average of the first ten years is 595,241 *l.*; the average of the last nine years is 756,087 *l.* (*The Return was handed in.* Vide *Appendix.*)

1331. Mr. *Orr Ewing.*] Can you give us the increase of the population between 1843 (or as far back as you can) and 1868?—I can give it you in 1841. The population in 1841 appears to have been 2,647,454. For 1868 we make an estimate of the population. We have the census of 1861 to guide us. In 1861 the population was 3,062,294; and in 1868, according to our system of estimating the population, it is 3,183,779.

1332. Mr. *Miller.*] As I understand, the per-centage of cost on the value that you give as 5,083 *l.* includes the expense of the workhouses and all those things?—Everything paid out of rates.

1333. *Chairman.*] The increase of population is considerably less than the increase of valuation?—The increase of population is considerably less than the increase in annual value. It is perfectly plain that our population are producing very much more per man than they did.

1334. Then, if the increase in the value so much overtops the increase in population, and also in the number of poor, how is it that the expenditure has so enormously increased?—I think that the case, as you state it, pretty nearly accounts for it. Where you have a great increase in wealth you have a great improvement in the condition of all the productive classes, and the measure of what a pauper ought to receive will always bear a relation to what a working man can maintain his family upon. If the working man earns more per week steadily and uniformly, you may rest assured that the pauper will share in that prosperity, and he will receive more per week. I cannot speak for other countries, but in Scotland I say that that is inevitable.

1335. I gather from the preceding part of your evidence that the absolute relief given to paupers has not increased in amount?—I am not aware of having made that statement. I think I may state, on the contrary, that it has increased, and considerably increased.

1336. Sir *Robert Anstruther.*] You said that the rate per pound was diminished?—Fractionally; the diminution is hardly worth counting.

1337. *Chairman.*] I am talking of the absolute expenditure upon a pauper per annum?—The allowance to each pauper on the roll has regularly increased.

1338. Mr. *Crum Ewing.*] I think you stated that there was a fractional increase?—I stated that there was a fractional advance on the side of England against us, but our returns will show what the allowance to each pauper on the roll is.

1339. *Lord Advocate.*] Have you any means of giving us the comparative rate according to valuation between boroughs and counties?—Yes; I can quote some information on that subject. These statistics which I am about to read were prepared for the information of your predecessors in office at the time when there was a complaint: "(1) That the town parishes are at present unduly burdened with paupers who ought to be maintained by the county parishes. (2) That the cost of management under the present system is excessive. (3) That the proposal of county areas is in accordance with the English system under the 'Union Chargeability Act, 1865.'"

1340. What is the date of that memorandum?—The date of this was January 1867. "It is the reverse of the fact that the town parishes are burdened with a number of paupers in excess of the burden borne by the rural parishes. The statistics furnished by the parishes themselves, and published in the Annual Reports of the Board of Supervision, prove this. The eight principal towns from which the Registrar General of Scotland takes his statistics, comprise the parishes of Aberdeen and Old Machar, Dundee and Liff and Benvie, Greenock, Paisley, and Abbey, Perth, the five parishes of Edinburgh and

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

and Leith, and the four parishes of Glasgow: seventeen parishes in all" (these were taken as the parishes from which the Registrar General takes his statistics of mortality) "and they contain a population of 950,048. The number of registered poor and their dependants receiving relief from these parishes on the 14th of May, in each of the last four years, and the per-centage of pauperism to population, was as follows: In the year 1863, number of poor 32,616, per-centage of population 3·42. In the year 1864, number of poor 33,261, per-centage of population 3·50. In the year 1865, number of poor 33,532, per-centage of population 3·52. In the year 1866, number of poor 31,848, per-centage of population, 3·35. Average number of poor, 32,814. Average per-centage, 3·44." That relates to the 17 town parishes referred to. "The population of all the remaining parishes in Scotland is 2,112,246." That is according to the census of 1861. "And the following is a similar statement of the number of poor supported by them at the same periods." I do not think I need trouble you with the actual numbers; it will be sufficient if I state the per-centage. In 1863, the per-centage was 4·15; in 1864, the per-centage was 4·13; in 1865, the per-centage was 4·11; and in 1866, the per-centage was 4·15. The average is 4·13, taking the whole of the rest of Scotland, and 3·44 in those eight principal town parishes. "From the above statement it will be seen that the number of poor with whom the principal town parishes in Scotland are burdened is actually smaller in proportion to population than the number supported by the country parishes. The average excess of pauperism in the other parishes in Scotland, as compared with these 17 town parishes, is 0·69 per cent., or 69 per 10,000 of population. To equalize the proportion of pauperism, therefore, it would be necessary to add 6,555 paupers to the average annual number in those 17 town parishes. The cost of poor-law management in Scotland bears a favourable comparison with the cost of management in England, as the following Table, extracted from the last published Report of the Poor Law Board (18th Annual Report, App. p. 71) will show." This is an extract from the Table showing, amongst other things, the salaries of officers and other expenditure of, or immediately connected with, relief. "In 1863, management in England, thus cost 1,148,225 *l.*, or 17·59 per cent. of the total expenditure; in 1864, it cost 1,159,762 *l.*, or 18·05 per cent.; and in 1865, it cost 1,184,318 *l.*, or 18·90 per cent., of the total expended for relief of the poor. In 1865 the salaries of the officers alone came to 706,529 *l.*, or 11·27 per cent. of the total. In 1863, 'management' in Scotland cost 77,916 *l.*, or 11·05 per cent. of the total expenditure; in 1864 it cost 81,738 *l.*, or 11·03 per cent and in 1865 it cost 84,257 *l.*, or 11·38 per cent., of the total expended on the relief and management of the poor. The salaries of the officers in England came to 11·27 per cent. in the year 1865, being more than the average rate for the salaries of officers, and all other charges under the head of 'Management' in Scotland for the three years, 1863–4–5. The average of those years in England was 18·18 per cent., and in Scotland 11·15 per cent.; the difference being 7·03 per cent." Comparing the salaries of officers alone with the whole cost of our management, including many other charges besides the salaries of officers, the difference is 0·22 per cent. in our favour.

1340*. You have not a comparison between the salaries in the two countries by themselves?—I have not gone into that; but our salaries would show very poorly beside theirs; they have many more officers than we have.

1341. *Chairman.*] Have you gone into any statistics to show how much of this greatly increased rate in England is due to the fact that in England there is an able-bodied-poor law?—There is no doubt that it is partly attributable to that. The proportion of pauperism has increased; and the difficulty of managing the able-bodied poor is greater.

1342. The darker comparison should be corrected therefore to that extent?—I do not think so. In 1863, the salaries of officers in England were 679,480 *l.*; other expenses of or immediately connected with poor relief were 468,745 *l.* All those expenses are expenses included under our head of "management."

1343. Mr. *Miller.*] I do not know if you have the valuation of these 17 parishes apart from the total valuation of Scotland?—I have not that at hand. "The object and effect of the 'Union Chargeability Act, 1865,' are thus described by the Poor Law Board in their annual Report for the year 1865-6, page 21. 'Under the provisions of this Act, some parishes which, from peculiar circumstances, had escaped the burden of relief of the poor, and extra-parochial places which had hitherto been exempted from it, will incur some additional pecuniary liability; but there can be little doubt that all places comprised in one union, and having such mutual interests as their mutual vicinity to each other must create, may properly be required to bear in common the relief of those who become destitute within its limits; and in trust that whilst it will lead to an improved and uniform management of the poor, it will also be found no less beneficial to the labouring class, and the owners and occupiers of property.'" That is a quotation from the Report of the English Poor Law Board. "In Scotland no similar state of matters exists. There are no parishes or extra-parochial places which escape all share of the burden of supporting the poor. The evil referred to by the Poor Law Board not having arisen in Scotland, the remedy required in England is not applicable in this country. Moreover, a system of county areas in Scotland would not be at all in accordance with the English system. England and Wales are divided into 665 districts for Poor Law purposes, and the population of the whole is 20,066,224, which gives an average population to each Poor Law District of 30,174. The population of Scotland is 3,062,294; and if it were divided into Poor Law Districts, with an average population of 30,174 in each, as in England, the number of such districts would be 101, and not 32, as proposed. Population, however, is not the only principle considered in the formation of the English districts. The extent of superficial area is also kept in view. England and Wales contain 58,320 square miles, and the average extent of the 655 English Poor Law Districts is 89 square miles. Scotland contains 30,865 square miles, and a division into districts containing the same average of 89 square miles for each district, would require the creation of not 32, but 346 such districts. A division of Scotland into 32 unions, as has been proposed, would give to each union

union an average population of 95,696, and an average area of 964 square miles. It may be further remarked, that the 655 Poor Law Districts are not all unions formed by the Poor Law Board; " but I need not go into that.

1344. *Chairman.*] Under the heading of " Management," is any amount for buildings included?—Well, I cannot answer that question with confidence. They began by charging the interest paid on the money they had borrowed, under the head of " Management." We objected to that, resisted it, and called upon them to give us a separate account of their building debt, and to include under the head of " Building," the interest of the money that they had borrowed. Whether we have succeeded in forcing them all to do that, or whether there are some that escape us still, I cannot distinctly state.

1345. Mr. *Hamilton.*] I think that the 67,000 *l.* under the head of " Building," for 1868, includes the instalments of debt for building; but supposing the money borrowed was not sufficient to build the poor-house, and a call is made on the different parishes?—There could be no call; the way it is done is this: they are permitted to borrow the money, what is sufficient for the erection of the poor-house, which is to be paid off by certain specified instalments, together with the annual interest. No parish can be called upon to pay anything more than its proportion of that instalment, and its proportion of the annual interest.

1346. But supposing that the money borrowed is not sufficient to build the poor-house, and money has to be got?—But they must build the poor-house from the money they have borrowed.

1347. I am afraid my practical experience is, that that is not the fact?—They have no power to borrow again.

1348. But suppose money is required to complete the building, that would be raised in the different parishes, and would come under the head of " Management," according to my experience?—I cannot speak as to that myself; but that is not a legitimate thing, in my opinion; it is undoubtedly an evasion of the law.

1349. *Chairman.*] You would not assert that no part of the building was put down under the head of " Management "?—I cannot assert that no part is; I stated that although we had tried to separate them, I was not sure that we had been successful in all cases, and I have now the best evidence that we have not.

1350. May I ask whether the great increase under the head of " Management " is in any particular item?—There are several causes for the increased cost of management, even assuming that a part is to be deducted for charges that ought not to appear in that column. In the first place, I am happy to say that whereas, in the beginning, in most cases, an inferior class of men were appointed inspectors at very inadequate sums, our parishes have generally found that that was not ultimately an economical arrangement, and they have employed better men at better sums as vacancies occurred. That is one cause of increase in the cost of management. Another very obvious one is this, that every poor-house that is erected requires a staff, and an expensive staff. That all comes under the head of management. It requires a house governor, a matron, a a medical attendant, and other persons. These are all charged under the head of management, so that the increase in the cost of management was inevitable. From that cause alone it was inevitable that there should be an increase, as you multiplied the number of your officers, and expensive officers. There was also, as I have stated, an increase in the remuneration of the inspectors, which is not by any means excessive now.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

1351. The increase in the matter of relief alone to registered poor is from 414,680 *l.* in 1850, to 633,127 *l.* in the last year of which we have any return, namely 1868?—I have not them separately here. I have only the relief of registered and casual poor together; but I have no doubt those numbers are correct.

1352. To what do you attribute that increase in the main?—I think the number of the poor not having increased, it must be mainly due to increased allowances to paupers, additional cost of management, additional cost of buildings, and additional cost of lunatics.

1353. We have been informed that the cost of lunatics is one of the heavy items of the increased expenditure; is that your view?—It is to a certain extent a heavy item. I can give you the cost in the last year, and I can state verbally what it was in 1860.

1354. It was 113,000 *l.*, in round numbers, last year, was it not?—In the last year the expenditure on lunatics was 113,675 *l.* 15 *s.* 4 *d.*, that was in the year ending 14th May 1868. In the year ending 14th May 1865 it was 99,298 *l.* In the year ending 14th May 1860 it was 87,490 *l.*, and it has gradually increased from about 40,000 *l.*, which it was when we began, to 113,000 *l.* I estimate the increase in the cost of lunatics at something between 60,000 *l.* and 70,000 *l.* I do not think it is more than that.

1355. Mr. *Miller.*] Is that expenditure in asylums alone?—On those kept in asylums and those kept in private houses; the whole expenditure upon lunatics; that is to say, lunatic paupers, of course.

1356. *Chairman.*] That is all the expenditure on lunatics that comes within the cognizance of the Board of Supervision?—Exactly so; lunatic paupers.

1357. You have nothing to do with the expense of building or management for lunatics?—No, nothing at all. The system on which the lunatics are provided with accommodation in Scotland is, that there are district asylums or county asylums built by the county, and the establishment is also maintained in the same way. That has nothing to do with the poor-rates; they are remunerated by a payment of so much per head from the parishes for each pauper placed in asylum.

1358. The average allowance per head for lunatics is much higher, I believe, than that for ordinary paupers?—Yes.

1359. Can you give us the ordinary figures?—Lunatics in asylum cost from 20 *l.* to 25 *l.* per annum, and a pauper gets 4 *l.* or 5 *l.* per annum.

1360. Have you, in those Tables which you have prepared, given any statement of the number of lunatics; or are there any columns that show the expenditure with regard to lunatics?—In the annual report there is a summary.

1361. You have not introduced that in the statement you have prepared for the Committee?—No; but in our annual reports there is a summary showing the " total number of lunatic poor relieved during the year ended 14th May;" " number of such who have died, been cured, or

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

or ceased to receive relief during the year;" "number remaining on the roll at 14th May;" "number in asylums and poor-houses at 14th May;" "number in private dwellings 14th May;" "total amount expended on account of lunatic poor." I have no details about lunatics with me. I suppose the Committee are aware that the lunatics are no longer under the direction of the Board of Supervision; there is a separate board which takes charge of all the lunatics, both pauper and non-pauper.

1362. Then you have no control with regard to allowances on that head?—No control with regard to allowances or expenditure with reference to lunatics; we have nothing to do with regard to lunatics, except that, being paupers, we take care, if a complaint is made, that their allowances are made adequate by the parishes.

1363. If a pauper lunatic is sent to an asylum, on what condition can he be discharged from the asylum?—I would rather not say anything on that subject; you will find the whole of that in the reports of the Lunacy Board.

1364. Then for that evidence you refer us to the officials of that Board?—Yes.

1365. You have nothing of your own knowledge to say on that?—I cannot speak with any personal knowledge.

1366. It has been stated to us that the result of the law passed in 1845, at least that the course of events since that law was passed, has been greatly to destroy the fund for relief which paupers previously had from their own relations; in your opinion, is that so?—I have not the least doubt that it had that effect to a very considerable extent; in fact, I think that the effect of the Poor Law of 1845 was essentially to transfer the burden of maintaining the poor from the poor to the rich.

1367. But there are a great many persons taxed to the poor rate who are very near the limit themselves, are there not?—I think that the proportion contributed by the working classes to the poor rates is nowhere very large. Our system of classification and assessment has been objected to as bearing hard upon the labouring man, but I am of opinion that it does not do so, and if the Committee desire it, I am quite ready to state my reasons for that opinion.

1368. Will you kindly state your reasons?—I will take the case of a labouring man who is earning 15 *s.* a-week, not a very uncommon case with us, but very common, and inhabiting a house at a rent of 5 *l.*; if the assessment is at the rate of a shilling in the pound, he pays 5 *s.* a year toward the poor rate. Now take the case of a farmer who is paying 100 *l.* a year of rent; if he were assessed on his full rental, he would be paying 5 *l.* a year, but his income, according to the estimate of the Legislature in raising the Income Tax, is one-third of his rental, namely, 33 *l.* 6 *s.* 8 *d.*, if he is paying 100 *l.* a year in rent. The labouring man, if he is employed every day in the year, or has constant employment at 15 *s.* a week, is earning 39 *l.* a year, and he pays 5 *s.*, while the other, if assessed on his full rental, would pay 5 *l.* Now I say that that would be a very inequitable adjustment of the burden. But our system of classification enables us to a certain extent to get over that. In many parishes lands used for agricultural purposes, are assessed at a third or a fourth of the gross rental. In that way a man who is occupying a house for which he pays 25 *l.* a year, pays the same amount of poor rate that a tenant of land paying a rent of 100 *l.* a year would pay; and I think that a very equitable adjustment of the burden.

1369. In that comparative estimate it appears to me, that you take simply the absolute income of each individual; you make no allowance for the means which the farmer requires to cultivate his farm, the capital he must necessarily have?—But I leave a very large margin for that sum. A man, who with 39 *l.* of wages pays 5 *s.* a year to the poor rate, is surely very much better off than a farmer who, with an income of 33 *l.* 6 *s.* 8 *d.* (including the proceeds of whatever capital he has invested in his farm) would be paying 5 *l.* I therefore think that such a system of classifying lands and heritages with regard to the purposes for which they are occupied is an equitable system. I know that it does not prevail in England, but I believe it to be equitable.

1370. But I think you would hardly, under those circumstances, represent the effect of the law as a transference absolutely of the burden to maintain the poor from the poor to the rich?—That is a manner of speaking. But the fact is this, that formerly, before the Poor Law of 1845 came into operation, the provision made for the poor in most parts of Scotland was totally inadequate; they subsisted rather by the contributions of their relations and friends and neighbours, a little less poor than themselves, and very slight indeed was the burden that fell upon the proprietor and the wealthy farmer, unless from a movement of his own benevolence he was led to do something for these people. They were continually going about among their neighbours and friends picking up doles of meal or potatoes or fish, or anything they could get. That was the way they were maintained in many parts of the country before this Poor Law came into operation. When the Poor Law came into operation, and assessments were resorted to in almost all parishes, then the persons who paid the bulk of the assessments were persons who were not called upon to pay anything until this Poor Law came into operation. I do not mean to say that that was universal, because in some parts of the south of Scotland, especially along the border, and in large towns, parishes have been assessed for a generation or two. I speak rather of the rural parishes in various parts of the country when I say that that was the condition of things.

1371. But it was in the competency of the local managers of the poor before the Act of 1845, if they had not sufficient support for the poor, to provide for it by a legal assessment?—They could have done so.

1372. And they did so in many cases?—They did so in many cases, and in many they did not; I should say that in the majority of the parishes of Scotland they did not.

1373. But in those parishes in which they did adopt a legal assessment before the Act of 1845, were the poor worse cared for than they are now?—Well, I do not know exactly about the term "cared for." I believe they got less; indeed I am sure they got less, and I think when they get more they are better off.

1374. You put it simply as a matter of degree?—As a matter of degree. I understood the question to be whether I thought they were better off.

1375. No; whether they were worse off in parishes where a legal assessment was adopted?—Where a legal assessment was adopted they were

were better off than where a legal assessment was not adopted, but they were not as well off in those parishes where a legal assessment was established before 1845 as they have been since.

1376. Was there not at that time in places where legal assessment had been adopted before 1845, a pride felt by the poor in keeping themselves off the roll as much as they could?—I do not know; I am afraid that I can hardly boast of much of that feeling among my countrymen, even before 1845.

1377. But whatever there was of that feeling has entirely disappeared now, I suppose?—I will not say that; I see every day instances of a most creditable struggle to keep off the roll, a creditable struggle not to sink into pauperism. I see a good deal of that; but it had began to decline before 1845 very considerably; and it must decline, you cannot keep it up; in a country where the relations of society are so complicated, where the occupations are so various, where every arrangement between man and man is a matter of bargain and contract, you cannot keep up that feeling. As to the feeling of independence, I do not know that a man who went about from door to door begging for his food, was a more independent man than a man who comes to a parish and demands the relief he is legally entitled to.

1378. I am not speaking of those actually in receipt of relief by begging and going about; but I am speaking of the number who were kept from coming to the parish for relief as far as they could be?—Perhaps there may have been more of that, but I do not know.

1379. Do you think that the change of law and the administration of it has had the effect of creating a great amount of improvidence among the poor?—I think it has; and I think that every poor law has; and I believe that every poor law must, to a certain extent, have that effect; you cannot establish a poor law without diminishing the inducement to providence on the part of the population who are near to pauperism, or who are in danger of sinking into pauperism; they always feel that they have got the parish at their back; I do not think you can prevent that.

1380. Do not you suppose that that great increase of value which you have described to the Committee represents a great increase of wages, of the means of living, and that that of itself ought to be sufficient to keep off a great many from the roll?—Well, I have had occasion to visit a great number of countries, and I have found that, in the wealthiest countries, there is often a large population, perhaps a larger population than in a poorer country, of a degraded class who never endeavour to gain their livelihood for themselves in an honest way, and that the increase of wealth has a tendency to produce that class.

1381. Do you think that there are any checks that might be introduced in the administration of the law?—Well, I have been accustomed to look at the poor-houses as the most legitimate of checks, and I think that our people might keep their poor rates somewhat down by using their poor-houses more freely. I should not like to see the poor-houses used oppressively, which they may be, but I should like to see them used somewhat more freely than they are.

1382. The expense of keeping paupers is greater in poor-houses, I believe, than maintaining them by out-door relief?—It is not that. I can best illustrate it by relating what occurred to me on the first occasion on which I went to visit a poor-house recently erected, very early in the day, that is to say, one of the first new poor-houses that were built; that was the poor-house in Dalkeith. It was for the combination of Newbattle, amongst other places, with Dalkeith. I went to the poor-house which was built, contrary to my advice, for the accommodation of 200. I found about 20 people in the house. I said to the house governor, "You seem to have very few people here; your house is nearly empty." "Oh, sir, they winna bide." I said, "Have you had many of them sent here?" "Oh, plenty of them sent here; but they just come in at the tae door, and they gang out at the tither." That is the way in which a poor-house, properly used, tends to keep down the number of paupers and the amount of the rates. It is a mistake to suppose that because a poor-house is nearly empty, it yields no fruit to the parish; an empty poor-house is very often a more profitable thing than a full one.

Rt. Hon. Sir J. McNeill, G.C.B., F.R.S.

20 April 1869.

1383. But is it not the fact that in many parishes they do not use the poor-houses at all?—I think that is very rare, and that it is becoming more rare every day.

1384. Would you be inclined to suggest that the erection of poor-houses should be made compulsory?—No; I think that if you get people to do the thing without using compulsion, you do a much better thing than by compelling them. I am quite sure that if the law had required the erection of poor-houses in Scotland, the Board of Supervision would have been in contention with every parish in the country upon that subject. It was left to themselves. By degrees they discovered the want of the poor-house, and, having satisfied themselves that they did want it, they supplied it; and I much prefer that system of administration to the system which takes a man by the collar and tells him he shall build a poor-house.

1385. That is an impression, I believe, amongst the poor, that the rules laid down for the conduct, and regulation, and management of any poor-house are very oppressive, and unnecessarily so; is that your opinion?—I do not think so; I am myself primarily responsible for all the rules in relation to poor-houses.

1386. I will take the point, what seems to be mostly felt, the separation of husband and wife?—Well, if you want to establish a colony, put them together; if you want to diminish pauperism, keep them separate.

1387. But by what authority is that rule introduced, is it a rule of the Board; there is no law to that effect, I believe?—There is no legal obligation. There is no legal obligation to erect a poor-house at all, but the law says that the poor-houses shall be regulated by rules to be approved by the Board of Supervision. The Board of Supervision have approved of the rules that are now in force; in fact, the rules were framed by the Board of Supervision. They are now in force, and I believe they are the same in every country in the world in which poor-houses have been erected.

1388. But, as I take it, the principle of our Scotch Poor Law is now, and has always been, that we only relieve those who are utterly unable to provide for themselves?—Well, I cannot say that we relieve none that are capable of propagating their species.

1389. If a husband and wife are proper ob-

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

jects of relief, you could hardly insist upon their going to the poor-house, and if they refused it, refuse them relief, could you?—Yes, I think so.

1390. I believe that the law of Scotland is, that it is the duty of those who are able to look after the poor not to let them starve, where they are proper objects of relief?—Yes, not to let them starve; but if you offer them relief, you do not give them the choice of the particular mode in which they shall be relieved. If they are offered admission to the poor-house, and choose not to go, and refuse the relief offered them in that shape, are you to leave them to choose what shape they are to get relief in? I would not do that.

1391. Take the case of an aged couple, with the possibility of issue extinct, as we lawyers say, why should you not allow them to be together in the poor-house?—There is less inconvenience resulting from that, no doubt, but there is this inconvenience, that it would require a large increase of accommodation.

1392. Was the opinion of the sheriffs ever taken as to the legality of separating man and wife in that way?—There never was such a question raised as to the legality of separating man and wife until now, that I am aware of.

1393. Has not the establishment of the poor-house as a test had the effect of increasing vagrancy?—Well, I do not know. I think it has had the effect of limiting vagrancy to a smaller area, and making it therefore appear to be redundant; but I am not at all satisfied that it has increased the total amount of vagrancy in the country.

1394. Mr. *Orr Ewing.*] With regard to these paupers that you describe as going into the poor-house at one door and out at the other, how do they get support if they do not go into the poor-house?—They support themselves.

1395. In vagrancy?—No; they are all settled about Dalkeith and Newbattle and the neighbouring country; they all maintain themselves.

1396. Do not you think that it would lessen pauperism if the pauper who, when offered relief in the poor-house, refused to partake of it there, were made liable to be punished as a vagrant when applying to parishes other than that of his settlement?—I think that possibly might have some effect, but it would be a very expensive process; you would have to maintain him while in prison, and if you turned him out of the poor-house he would maintain himself.

1397. But he would not have applied to any other parish if he were maintaining himself; it is only those vagrants who wander about that I refer to?—But he would prefer to be maintained. It is a question of whether he is capable of maintaining himself. If he can get maintenance from you, or from me, or from anybody else, he will not work; but if he cannot get his bread unless he works, he will work rather than starve.

1398. But my question is as to a class of paupers who would never attempt to work, but who, when offered the poor-house in a parish, leave that parish and go away to a neighbouring parish?—I think that our vagrancy laws in Scotland are not very efficient, I must say.

1399. Mr. *Fordyce.*] You think that the number of vagrants has increased enormously?—I do not think upon the whole that it has increased enormously, but I think that they avoid the parishes in which there are poor-houses, and therefore they appear more numerous in the parishes which they frequent. I have great doubts as to the general increase of vagrancy.

1400. *Chairman.*] Are there any means of obtaining statistics on vagrancy?—I think, probably, the most likely mode of obtaining information on vagrancy would be to apply to Colonel Kinloch, who superintends the police generally in Scotland, and he, through his county constables, and people of that kind, could probably get pretty near the thing.

1401. Do you think that if the test of the poor-house were adopted more generally, all who are well deserving objects of relief would go into the poor-house; that is to say, persons who must starve if they did not get relief in some way?—I think they would, most of them. In the Highlands we find the greatest difficulty in inducing elderly women especially, who have small cots of their own, to go into the poor-house, even when they are in a most miserable condition. We have had, on several occasions, to instruct the inspector to apply to the sheriff for a warrant to compel the pauper to remove from a house that was likely to tumble about him, on the score that it was dangerous to life. They have a most cat-like tenacity to the cottage they have lived in.

1402. I presume that in those cases there would be no difficulty in discerning between those who were and those who were not proper objects of relief?—The class I speak of are all proper objects of relief—there is no doubt about that; but they dislike the idea of giving up a house of their own, and being doubled up with other paupers.

1403. Sir *Edward Colebrooke.*] You do not confine that remark to the Highlands?—Well, I know it most in the Highlands. I have encountered it myself there to an extent perfectly inconceivable.

1404. *Chairman.*] Are you aware that, in many instances, paupers get relief and then waste the small relief they get in drink?—There is, occasionally, misapplication of allowances in that way. I do not think that it is, by any means, universal, and the course that the Board of Supervision have taken when complaints of that kind have been made to them has been to recommend that those persons should have relief only in the poor-house.

1405. Do you think that that evil exists to a great extent?—Well, it varies in different places. There are places in which it exists to a considerable extent, and there are other places in which it is not at all common. I should say that it was more common in the towns than in rural parishes probably, and from the greater facility of getting drink when they are out.

1406. Suggestions have been made to me from various quarters as to the introduction of some system of self-relief by persons in good employment providing for themselves, laying aside a sort of superannuation fund for their old age; have you thought of that?—If you could get them to do it it would be a very good thing; but I cannot see how you are to get them to do it.

1407. I have been told that there is a general feeling growing up amongst the working classes that such a provision should be introduced into the law?—There may be some of that opinion, but I think you would encounter very great difficulty in enforcing a law of that sort.

1408. Do you think that the present constitution

tution of the local parochial boards is satisfactory?—I think that on the whole the parochial boards have worked wonderfully well, a very great deal better than I ventured to anticipate when I commenced to have intercourse with them. Whenever there are resident proprietors we find the parochial boards almost without exception work well. Where there are no resident proprietors and they are represented by their factors, the parochial board still works pretty well upon the whole. But in parishes where there is no resident proprietor, where the only intelligent persons to work the poor law are the minister and the elected members, who are generally also some of them ministers of other denominations, it is just a toss up whether they are men of business who can work the thing or whether they are not men of business; they require a deal of looking after.

1409. Do you think it desirable to continue as *ex-officio* members of the Board the minister and the kirk session?—Well, I think there are a great many parishes where you could hardly do without the minister; I think, as a rule, the minister is a useful member of the Board.

1410. If he were useful would he not be elected in those parishes?—Well, I do not know that. If he is a man who is liberal in his allowances and courts popularity he may very probably get elected; if he were not so, he might not be elected; I think it would be a pity to turn him out. But I have this feeling upon the subject that the minister is placed in a wrong position by his being exempted from assessment on his manse and glebe. I think that he is in a wrong position, because he is always liable to be told if he takes the part of the poor and wishes to give an increased allowance, "it is all very well for you, for you do not put your hand into your own pocket." I believe that the minister would be in a position more advantageous to himself in relation to the poor and the population of the parish, and more useful on the parochial board, if he were not exempted from assessment, as he is now.

1411. Do not you think that he has too great a power in small boards by having the right to have along with him no less than five or six members of his session?—Well, the members of the session are not influential members of the Board. They are people who bring a vast deal of useful information in regard to the condition of the poorer class; they are capital scouts, in fact.

1412. They have so many votes, however?—But there is no contention in general in parochial boards. If there is contention, it always turns out to be a contention between Free Kirk and Establishment, or between Dissenters and the Establishment, something of that kind; but it goes over in the course of a short time. In all the parishes in which they get all the ministers into harness, they do very well.

1413. Why would you leave the Established Kirk minister *ex-officio* a member of the Board, and not make all ministers *ex-officio* members of the Board, if they are useful?—That has been the case; it is an institution which has existed for a long series of years. The question is, whether there is sufficient reason to depart from it. I do not think that it would be an improvement; I think we are better for having the minister on the Board.

1414. Mr. *Miller.*] And as to the elders?—I do not care so much about the elders; I do not think that it signifies much whether there are six or three of them; the chief use of the elders is not the advice that they give to the Board, so much as their knowledge as to the condition of the population.

1415. *Chairman.*] I have a case here which would illustrate my meaning: "In the united parish of Cromdale and Inverallan, great dissatisfaction was created in the minds of the ratepayers by the great increase of the poor rates in the parish without any sufficient cause. Meetings were held, a committee was appointed, and means taken, and successfully, to return the five elected members to represent the ratepayers at the parochial board. The parties at the board were now pretty equally balanced. There were, however, only three elders in the parish, and as five elders were entitled to sit at the parochial board, the minister of the parish, a few days before the next meeting of the board, made two new elders, thereby raising the number of elders to five, so as to counteract the inhabitants of the parish in their efforts to obtain redress?"—Such cases may occur, but I would not legislate for the exception, but for the rule.

1416. But you would legislate so as to prevent such an exception taking place, would you not?—I do not think that you can prevent such an exception taking place. You would find that they would squabble about something else. I do not think there is any such evil resulting from it as counterbalances the good that results from it. I do not belong to the Established Church of Scotland myself, so I am not speaking in any sectarian sense about it.

1417. Then, you think that it is a state of things which should remain. The only alteration you would suggest would be to make the minister pay rates?—I am certainly in favour of that.

1418. Sir *Edward Colebrooke.*] Would you say the same for the Kirk Session, that they should also be ratepayers?—They must be already, according to the Act; the elders cannot sit unless they be ratepayers.

1419. Mr. *Miller.*] They may be very small ratepayers; they may be of the lowest class, may they not?—They may be of the lowest class of ratepayers; sometimes they are; but the law requires that they should be ratepayers.

1420. *Chairman.*] I understood that the ministers are in law rateable upon their manses and glebes?—Well, that question was tried and decided otherwise by the Court of Session. We were inclined to regard them, in the first instance, as assessable upon their glebes and manses, and the question was tried in the Court of Session, and decided that they were not.

1421. With regard to the law of settlement, do you approve of the present law of settlement?—Well, I do not know that you can mend it much. Our law of settlement is a complicated one; there are so many different modes of settlement; but the law has now been pretty well expiscated. There have been so many cases tried, so many principles laid down regulating the claims of persons demanding settlement by authority of the courts, that I should be very reluctant to cast the thing loose again, and have another series of litigation before the question was settled. As to doing away with settlement altogether, I am opposed to that.

1422. On what ground, may I ask?—On this ground,

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

ground, that I have not the least doubt that if you did away with the law of settlement, pauperism would gravitate towards particular places, and especially towards towns. The removals that take place are mostly from the towns. The persons who come in from the country demand relief, and not having obtained a settlement in the town, are removed to their own parishes. Of the removals that take place in Scotland a vast majority are from the towns. Now, if you had no law of settlement, all these people would settle in the towns and would become permanently chargeable on the towns, and my belief is that you would have the considerable towns like Edinburgh and Glasgow, and such towns as Perth, Dundee, Paisley and Greenock inundated with paupers.

1423. Is not the true principle of settlement mainly this, that the pauper should be relieved by the parish which has had the benefit of his labour?—So far as that can be done, and, by the law of settlement which gives him a settlement by residence after five years in a parish, that object is attained.

1424. But does not the parochial division and the management of the Poor Law interfere seriously with the benefit of that law of settlement by causing a man living in a town to be constantly losing his settlement by reason of his shifting from one parish to another in the same town?—No doubt that does occur, and the remedy for that would be a combination of parishes in the towns which would extinguish the separate settlements of the different parishes. That I endeavoured to obtain in Edinburgh, but without success. I could not do it.

1425. Would you suggest legislation to compel such a course?—I would not; I am very averse to doing by compulsion what I think people will, after a time, be led to do from a perception of their own interests, and I am satisfied that it is really for the interests of those parishes to combine. I have no doubt that the time is not distant when they will find that out, and combine of their own accord; but I am extremely averse to coming down upon them with legislation and compelling them to combine for all purposes of the Poor Law, because I think it would take a very long while to get over the bad blood that would be generated, and they would never work well together; it would be like a compulsory marriage.

1426. But there would always be some parishes, would there not, that would have pecuniary interests so strong as to prevent the combination?—I do not think that that was what weighed with the Edinburgh parishes. I made a calculation founded upon the assessable property in the three parishes, and the pauperism in the three parishes, and I found that to the city parish of Edinburgh it would have made no perceptible difference at all, and to the parish of St. Cuthbert's it would not have made a difference of a farthing in the pound in rates. As to Canongate, which I was desirous to see combined with the other parishes, its population was comparatively small, and though its rates were high, still the other parishes were so much larger that if they had all been combined it could not have raised the rates in any one of the parishes to the extent of a farthing in the pound. The desire was not to avoid that, but to retain the control and management of their own affairs, and you will find that in almost every parish in Scotland.

1427. Do not you think that, if that was the only reason, and no pecuniary evil would arise from the combination, that is the very case in which Parliament should interfere and legislate?—I am not sure of that.

1428. Mr. *Orr Ewing.*] Would you not recommend that the Board of Supervision should have the power, where they thought fit, to combine parishes?—It was proposed at the time of the passing of the Act of 1845 to give the Board of Supervision a compulsory power of combination; that was resisted, and successfully resisted.

1429. But what would you recommend, with your great experience?—I would not recommend that you should give a compulsory power of combination. We have only had one combination formed in Scotland; that was under peculiar circumstances, in the island of Islay, which belonged to a single proprietor. They had no sooner been wedded than they began to desire a divorce; and through the help of their friends an Act was passed, permitting the dissolution of combinations. One of the last things that I had to do before I resigned my place at the Board of Supervision was to make the necessary arrangement for disjoining these three parishes in the island of Islay; and now there is not a single combination in Scotland.

1430. *Chairman.*] Is not there, perhaps, some element of difficulty in people coming and combining, in that respect, that there is no power in the present state of the law of anybody dissolving that union where it is found to be advisable to dissolve it?—I must say that I have a great reluctance to recommend the passing of a law which would be repugnant to the feelings of the whole population of the country.

1431. There is a section in the present Act which is permissive, and allows parishes to combine, not only for the purpose of settlement, but for all purposes of management and everything else?—Yes.

1432. But there is no power, when they once enter into that combination, to dissolve themselves?—Yes; under that Act which I speak of, which was introduced by Mr. Dunlopp.

1433. There is no power under the existing law in the Board of Supervision, or any one else, supposing they were satisfied that a combination had not worked satisfactorily, of granting a dissolution of that combination?—The Board has no power of dissolving it; but the parishes may resolve to dissolve the combination; the Act I speak of, which was recently passed, gives to them the power, with the consent of the Board of Supervision, to dissolve the combination.

1434. Mr. *Anderson.*] You have said that you saw no advantage in regard to the parishes combining?—We were speaking of the three parishes of Edinburgh, which I was desirous of seeing combined; and on making a calculation, I found that the combination would not add a farthing in the pound to the rates of any one of the three parishes; that, therefore, there was no sufficient pecuniary consideration to prevent those three parishes from combining.

1435. Therefore, from the ratepayers' point of view, there should be no desire to combine; but will you look at it from the paupers' point of view?—From the paupers' point of view, the pauper, especially in towns, must desire combination.

1436. Is there not a very great grievance to the pauper in the want of that combination?—There is a certain grievance to the pauper, and especially to the pauper who is an immigrant into the town, who does not know the limits of the

the parish. He may live many years in the town without acquiring a settlement, because he passes from one parish in the town to another. That is a grievance; but that grievance is not to such an extent; it does not involve hardship to such a number of persons as to lead me to desire a compulsory power of combination. I believe, upon grounds of general policy, and with a view to the smooth and effectual working of the Poor Law, it would be better not to exercise compulsion in that respect; I do not say that I do not think it in several cases desirable; I only object to the mode in which it is proposed to carry it out by compulsion rather than by persuasion.

1437. *Chairman.*] Then I gather from you that the effect of combining parishes would be materially to improve the effect of the law of settlement, or to remove the grievances of it?—In large towns.

1438. Not otherwise?—No; because the limits of county parishes are all well known; a man does not shift about from one county parish to another as he does in a town.

1439. Mr. *Miller.*] Are you in favour of combining the Edinburgh parishes: Edinburgh City, St. Cuthbert's, and Canongate?—I was, and did all I could to that end.

1440. Would it have been beneficial there if the Board of Supervision had had the power of forcing them to combine, so far as the poor-houses were concerned?—As far as the poor-houses are concerned, I do not know but that I am quite as well pleased that they should have separate poor-houses. The Canongate and City parishes will have accommodation in the same poor-house; that is, the Canongate parish will get accommodation in the City poor-house.

1441. Mr. *Orr Ewing.*] I think you have pointed out by your statistics that the support of the poor in rural parishes costs about three-fourths per cent. more than in city parishes?—The excess of which I spoke in rural parishes was not of cost but of numbers.

1442. And you attribute that to the fact of the difficulty of paupers obtaining a settlement in town parishes, and that they were sent back to the parishes in which they were born?—I do not think I connected those two things in any observation that I made, but I think that it is to be attributed rather to the better organisation and management in the towns, where they keep a very sharp look out for their own protection, and to the fact that any inspector in Edinburgh for instance, if he finds an applicant for relief, takes great pains to ascertain whether he has a settlement in the parish or not; and if he has not, he has no sooner relieved him than he gives notice of his removal.

1443. But would it not be much more easy for a pauper to obtain a settlement if there were a union of parishes in cities?—No doubt.

1444. Do you think it would be more just to rural parishes if such were the case?—I think that the combining of parishes in large towns would be beneficial, in Edinburgh especially. I have always been of opinion that it is desirable. But there is another question, namely, the question, is it desirable to compel that. It is not the object that I object to, but it is the mode in which it is proposed to effect that object.

1445. But is it a wrong thing to compel justice?—Well, I do not know that I can say that it is compelling justice; it is compelling the parishes to give an additional advantage to the paupers beyond what they now possess.

1446. But is it not a hard thing that a man who has accidentally been born in a certain parish, who never did any work in that parish, but who went in his youth and strength to spend his life in cities, should, because it is law, not be relieved by those parishes, but should come back to the place of his birth?—Pardon me, it is not by the law, it is by his own ignorance. If he takes the trouble to learn the limits of the parish, he can acquire a settlement in any town he may choose to go to.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

1447. It is by the state of the law that he is precluded from getting a settlement?—He does not make himself acquainted with the limits beyond which he cannot pass without failing to get a settlement. I am very averse to compulsion in these cases. I think it never works well.

1448. *Chairman.*] I find that in the Canongate, where there was no combination in 1865, the rate on owners was 1 *s.* 1 *d.*, and on occupiers 1 *s.* 1 *d.*, making 2 *s.* 2 *d.* in the pound, whereas in the parish of Edinburgh it was 8½ *d.* on each, and in St. Cuthbert's 5½ *d.* on each. Is not that a great inequality?—Yes.

1449. There is a pecuniary difference between those parishes?—Yes; there is a pecuniary difference between those parishes; but taking the other parishes, the city parish of Edinburgh is a parish with a large population, and so is St. Cuthbert's, and a large annual value. The whole rates raised in Canongate could be raised in the city parish of Edinburgh and St. Cuthbert's for a fraction in the pound.

1450. The question of a settlement does hold a considerable relation to the question of the area of chargeability?—The area of chargeability is a very difficult question. I know no question on which I should be less disposed to speak dogmatically than the question of the area of chargeability; this is not the first Committee by which I have been examined on that subject.

1451. Is your inclination opposed to an extension of the area of chargeability?—Not in all cases; but I am opposed to an attempt to lay down any general rule as to the area of chargeability. I think I cannot do better than refer to the evidence which I gave upon that subject before a Committee of the House of Lords in 1850, on the laws relating to parochial assessments. This was a Committee, I may mention, which was appointed by the House of Lords to inquire into a proposition of Lord Malmesbury's for payment of poor rates by the Government. They went into the whole question of assessment. There was a question put to me with regard to the area of chargeability. I was looking at it the other day, and found nothing in it that did not correspond with my present views of the subject. This is the question which was put to me: "Does not, in your opinion, the Poor Law necessarily contain in it a principle of a dangerous character, and which requires to be carefully watched and guarded against?—*A.* I think one of the most important difficulties which I have experienced in the share I have had in the administration of the Poor Law is this, that whereas everybody, I think, admits that the Poor Law is not safe without very stringent safeguards, the moment you begin to apply those stringent tests to an individual case you revolt the public sympathies, and there is an outcry against you. *Q.* Does not the Poor Law necessarily create a right of demand upon the public resources which has no distinct and definite limit? *A.* That

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

A. That is precisely what I have just stated, that in its nature it is unlimited."

1452. Sir *Robert Anstruther.*] Your answer was referring to the Scotch law?—Entirely; all my answers referred to that and nothing else. I was then asked, "Is it not necessary, therefore, for the safety of the Poor Law, to substitute for that definite limit, which you have not, a moral limit which shall arise out of a careful and wise legislation? *A.* That is but stating what appears to be a truism; I think if the one is admitted, the other must be admitted. *Q.* Do not you think that moral limit must necessarily be found in establishing a close connection between the administration of relief, and the increased charge which arises out of that administration of relief? *A.* I believe there is no safety in the Poor Law where the administration is not in the hands of the persons who find the funds. *Q.* Therefore, you arrive at the conclusion, based both upon general reasoning, and also upon extensive experience, that the only practical safety in the administration of the Poor Law is in establishing a narrow and close connection between the taxation necessary to raise the pecuniary means and the application of those pecuniary means in each case? *A.* I think that a very close connection must be established in order to be safe; but I would guard myself against pretending to define what the best limit is; because, while on the one hand you require to preserve that close connection with the man's own personal interest who administers the poor funds, on the other hand you must so extend your area of taxation as not to throw an undue burden upon parts of the community which are incapable of bearing it. *Q.* Do not you think that if each individual's expenditure was provided out of a public fund, instead of being found exclusively out of his own private resources, each individual would become less economical and careful? *A.* Undoubtedly. *Q.* Do not you think that in those respects the conduct of a parish is precisely analogous to, and would follow the same course as, the conduct of an individual? *A.* To a great extent it would. I do not think you can draw so very close an analogy between a public management and private management. I think there are certain difficulties encountered in a public management which make it not exactly analogous. You never can, by any arrangement, make a public management precisely as economical as a private management may be. You are to balance between the inconveniences and dangers of the two modes of proceeding. In the one case, if you narrow your circle too much, you may fail to provide the necessary funds; in the other case, if you extend it too much, you may destroy husbandry and economy. *Q.* Do you think that, so far as economy is concerned, leaving out for the present a regard to other considerations, a limited area will be found most efficient in that respect? *A.* I think so, where you can find within that area a body of persons competent to the management." That is the substance of the evidence, and my opinion has not varied in the least since that time. I believe there is great danger in extending the area of the taxation and management, because it diminishes economy.

1453. *Chairman.*] I understand you that the expense of maintaining paupers is greater in towns than in country parishes. Do you think it fair and right that the proportion should be kept up in that ratio?—Well, I do not know that the rates are higher; I know that the rates are higher in the towns generally; I know that the rates are much higher in some country parishes than they are in any towns.

1454. I am informed that there are 19 parishes in Kincardineshire, all rural parishes, in which the per-centage of rating varies from 1 *l.* 6 *s.* to 8 *l.* 4 *s.* per cent.?—I do not know the circumstances of the parishes, but my inference from that statement would be that some parishes were much better managed than others.

1455. That would be one cause for a combination, would it not?—I should certainly think it very hard to throw upon the well-managed parishes the whole burden, or at least a large share of the burden, of the ill-managed parishes, and to associate the bad managers with them.

1456. But the difference between towns and country parishes does not necessarily arise from worse management; I presume that the management in towns is better?—I think that the management in towns generally is extremely good; I think there is no better poor law management than we have in most of our large town parishes. I would instance three of the parishes of Glasgow; the city parish of Glasgow, the barony parish of Glasgow, and the parish of Govan, three as well-managed parishes as you will find in Great Britain.

1457. Is there as great a variety in the rates there?—No doubt there is; I am rather afraid that a combination of all the parishes of Glasgow would be unwieldy; I think that the population is so very large, that it would create an unwieldy union; and it must be kept in mind that there is no economy effected when you get beyond a certain size; you have to double your staff of every kind. Take a very large poor-house, you require a governor and a couple of assistant governors; you require a matron and a couple of assistant matrons, and your whole staff is doubled, and more than doubled, if you get above a certain size; I believe that the most economical poor-house management is where a single governor and a single matron are sufficient to manage; and when you get beyond that, I think you find it more expensive.

1458. Is that the condition of our present poor-houses, that they are all just sufficient to give work to one governor?—Just sufficient to give work to one; I am afraid that the City parish of Edinburgh may be a little beyond that.

1459. In the City parish of Glasgow I see that it is 9 *d.* on the owner and on the occupier, and 1 *s.* 9 *d.* in the other parishes?—Yes; the City parish of Glasgow has a population of 150,000; the barony parish has a population of upwards of 170,000, and the parish of Govan has a population of 130,000 or 140,000. These are great masses to handle, and I am not satisfied that there would be advantage in joining two of those together, it makes too large a union.

1460. Do not you think that some endeavour should be made to equalise the rates through the country?—If you try to equalise the rates I think you will spend a deal more money.

1461. Would it not be possible to divide the expenditure into two classes; to put that part which is fixed and controllable upon the Consolidated Fund, and to put the relief given to the poor, and every sort of expenditure that would be under local control, on the local fund?—No doubt the parishes would be delighted with that, but

but I do not know what Mr. Lowe would say to it.

1462. Do not you think that such a scheme might be adopted for a division of the expenditure?—I should not anticipate much danger from certain charges being paid by the Government; but if you fix a certain amount that the Government are to contribute, you may depend upon it that the whole of that would be spent. If the Government contributed a certain sum to the staff for instance, the whole of it will be spent. Of course the Government in taking such a step would fix a maximum beyond which they would not go; that maximum would, in my opinion, immediately become the minimum, and they would never spend less than that. There is, therefore, a danger in pursuing that course of introducing increased laxity into the management; so far as the Government funds go, they can make ducks and drakes of them. If you get them lax upon one tack, you have great danger of finding them lax upon another tack too.

1463. Take the case of fixed salaries of officials, which can be checked at head-quarters?—It is possible that if you fixed your salaries upon a reasonable scale of remuneration, it might be done in that case. You are aware that we do now receive a certain limited amount of assistance in medical relief. I think it might be possible to do something in that way.

1464. And all the expenses of the Board of Supervision are on the public funds, are they not?—The Board of Supervision has nothing to do with the rates at all; that is a Government institution; it is not an institution sought for and paid by the parishes any more than a Secretary of State is.

1465. It is part of the machinery of managing the poor?—So is the Secretary of State.

1466. Then take the case of the local inspectors, they are your officers, in fact?—They are appointed by the parochial boards, and subject to their orders within the limits of the law, but they are responsible also to the Board of Supervision, and removable only by the Board of Supervision.

1467. Therefore, to that extent they are officers of the Central Board?—But if you are to pay officers out of the Consolidated Fund, who is to appoint them? If they are to be appointed by the Government, I think that the parishes probably would rather be without the assistance. If they are to be appointed by the parishes, what security have Government that the funds are not misapplied, and that the salary is not given to persons who are not as competent as they ought to be for the performance of the duties. I merely point that out as indicating certain difficulties which you would necessarily encounter in that course.

1468. You would appoint your own inspectors, the superintendent inspectors?—We have three officers, two of them are superintendent inspectors, who have, one the northern and the other the southern portion of the Highland parishes; and we have a visiting officer, whose duty it is to go round in the other parts of the country, and to inspect all poor-houses all over the country.

1469. But do not you think that if there were an improved system of appointing local inspectors, you would get a better class of men?—I have not the least doubt that if the parishes are to be left to select their own inspectors to be paid out of Government funds, there will be a good deal of jobbing in the selection of the inspectors. I am not desirous of expressing a decided opinion against the course; my object is rather to point out difficulties that I foresee in carrying it out, if it should be resolved upon. I see great difficulties in the way.

1470. We have seen the experiment tried, for instance, in the contributions from the Consolidated Fund to our police force?—Yes.

1471. I believe that is managed economically?—That is in a lump sum to the county.

1472. But then, if we extended its area to benefit the question of settlement and the question of rating, could we not devise in connection with it some such separation of charges as would, in fact, bring in means and substance in aid of land in an objectionable mode?—I do not know that. I have already stated my objection to any considerable extension of the area of taxation and management as injurious, perhaps fatal, to economy. I believe that the tendency of Government aid would be in the same direction, and that the two combined would go far to produce a greater laxity of administration than we have now.

1473. Then, you think that the present system is the one most conducive to economical measures?—I do; I think that a limited area is always conducive to economical management.

1474. There is another element of expenditure which might be put on the public funds, perhaps, the lunatics?—Yes; the lunatics might be dealt with separately. That is a question that I have considered, and I think that the chief objection to that would be, that you would lose the assistance which relations give to pauper lunatics now. There are a great number of lunatics in asylums who are partially maintained by the parish, and partially by their relations; the parish does not contribute the whole sum. If the Government undertakes to pay for all the pauper lunatics, then, of course, you must expect that that contribution from their friends will speedly cease; you would lose all that in fact.

1475. You would get it in the rates that were gathered from them?—You would get it in the rates gathered from other people, not from them.

1476. By the mode I suggest, you would bring into contribution a large assessable value, which is not touched now?—If you revert to means and substance, I have had experience enough of means and substance to have great doubts how far it is workable.

1477. But that would be a means of bringing in means and substance, and utilising it in an unobjectionable form?—Yes; still I do not see my way to working it out. I do not say that it may not be done, but I do not see my way to working it out.

1478. Mr. *Loch.*] Reference has been made to the contributions to pauper lunatics by their relatives; is the amount of contribution from relatives to pauper lunatics a very large amount?—It is a considerable amount; I do not know that it is very large. I cannot speak with any confidence as to the actual amount of it, but I know that it is to a considerable extent, and that the charges for lunatics from the poor rate would be considerably increased if those contributions from the relatives of lunatics did not come to the aid of the parishes.

1479. *Chairman.*] Following up that question of means and substance, in what way did you

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

20 April 1869.

experience that it was unworkable?—I cannot explain that better than by referring to the Report of the Committee I was just now reading from. I was questioned there upon that subject. With reference to the difficulties, this question is put to me: "Do those practical difficulties and inconveniences arise from any peculiarity in the existing law, or are they difficulties and inconveniences necessarily inhering in the attempt in any form to assess means and substance?" and my answer is, "I think they are difficulties necessarily inhering in the attempt to ascertain what a man's means and substance are. I may, perhaps, best explain the inconvenience by giving a short account of a very important case, in which the matter was most fully discussed, and which was before the Board of Supervision very lately. It was the case of the city parish of Glasgow, the largest, and perhaps the wealthiest, parish in Scotland; that parish, up to the year 1839, had been assessed under the old law, as burghal parish, on the means and substance of the whole of the inhabitants. The inconveniences which were felt when transactions became more complicated, as commerce increased, led the parochial board to come to Parliament in that year for a local act to exempt them from the operation of the Scottish statutes, which left them no alternative but to assess on means and substance after an inquiry by Committee of both Houses of Parliament, of which, however, I doubt whether the evidence was ever printed, as I have not been been able to find it; both Committees reported in favour of the Local Act, empowering the magistrates to assess in a manner very closely corresponding with the first mode described in the statute; that is, upon the owners and occupants of real property. When the recent Act was passed in 1845, the parochial board resolved to continue to assess according to their Local Act of 1839-40, but in 1847 the parochial board passed a unanimous resolution to assess upon means and substance. I had very great apprehensions of the practicability of carrying out that mode of assessment in such a parish as Glasgow; but the parochial board being unanimous, and no ratepayer in Glasgow having raised his voice against it, I thought it my duty to advise the Board of Supervision to concur in the change; this year, after a severe contest, which has produced a good deal of contention in Glasgow, and after a keenly contested election of members to be returned to the parochial board, the majority has resolved to change the mode of assessment from means and substance to rental again. After a very mature examination, and a very careful investigation of the whole circumstances, the Board of Supervision thought it their duty to concur in that change. One of the circumstances which most weighed with us in inducing us to concur in the change back to rental was, that in the three years during which the assessment on means and substance was levied in Glasgow, they had accumulated an unrealized arrear of 80,000*l.* upon an expenditure of between 50,000*l.* and 60,000*l.*; more than that, the parochial board having authority under the law to enforce the disclosure of his circumstances by every ratepayer who disputed the sum on which he was assessed, had not, from the odium of the measure, ventured to carry out the law in that respect; the consequence was, that the amount to be paid by each individual became a matter of arrangement and compromise between him and the parochial board. They did not venture to enforce the law to compel him to divulge his whole affairs, because they were satisfied that public feeling would have been against them. It therefore became a most dangerous state of things when the sum to be paid by each ratepayer was not the sum assessed upon him, or not the sum which could legally be enforced, but was a sum which was a matter of arrangement between him and the committee of the parochial board. The Board of Supervision, therefore, felt that there was great danger of abuse in such a state of things, as well as great danger of the poor being neglected with such an enormous arrear of rates uncollected; those are the kind of inconveniences and difficulties which are encountered in working out in a complicated state of society, and where the means and substance of individuals are continually fluctuating, a direct assessment upon means and substance."

1480. Does not that rather point to the fact that the taxing power was not in proper hands?—No, I think not; I do not draw that inference. I say that the power was in tolerably good hands, but that the power was one that no man would venture to exercise.

1481. Suppose that you were to apply the machinery of the Income Tax to collect it?—The machinery of the Income Tax might be applied to the collection of assessment on income, but they had no access to those returns, you know.

1482. But would you see any objection to introducing such a modification as that in the mode of assessing and collecting the rates?—I must put another question to enable me to understand that. Would it be proposed that the whole poor-rate should be raised with the Income Tax, and that there should be no special assessment upon lands and heritages.

1483. It might be made so as to keep up these special assessments on lands and heritages too?—If you assess owners of lands and heritages for the poor, and assess them again for Income Tax, and take a part of that for this purpose, that is simply an addition to the assessment upon owners of lands and heritages.

1484. Would there be any difficulty in putting the whole as a special tax to be collected by the machinery of the income tax?—I should like to see the scheme before I gave any opinion upon it.

1485. You have said, I think, that many parishes of Scotland continued for a long time to assess on means and substance, and that some parishes after abandoning that mode of assessment, had returned again to means and substance; so that I presume in some part of Scotland it was found workable?—The number of parishes assessing on means and substance was a continually vanishing quantity; they were getting less year by year.

1486. You said in the early part of your evidence that the parishes abandoned it in some cases, and went back to it again; did you not?—I have just read to the Committee a case where Glasgow abandoned it, and went back to it, but they soon dropped it again.

1487. Greenock is continuing it, is it not?—I think in Greenock it is not exactly an assessment on means and substance; it is an old-established thing, which people have got accustomed to. They did not wish to be included in Mr. Baxter's Act, and Mr. Dunlop, who represented Greenock, was able to get them out.

1488. They

1488. They have worked means and substance satisfactorily?—They have worked that particular mode of means and substance to their own satisfaction; but I doubt whether you could work even that scheme to the satisfaction of any others.

1489. I believe that one reason why they adopted it was that a large amount of property would otherwise escape altogether from taxation?—No doubt; just as a large amount of property is supposed, in the same way, to escape the income tax.

1490. Do you think that the incidence of taxation even now upon lands and heritages is satisfactory, taking the exemptions that exist with regard to superiorities and other property?—What particular exemptions do you allude to, may I ask.

1491. The feu duties, for instance?—The feuor pays.

1492. But the superior pays nothing?—The superior pays nothing. But what is a feu; it is a sale, with a stipulation that the price shall be paid in a particular manner; it ceases to be the property of the man who grants the feu charter, and it becomes the property of the other man, and he sits on the local board as the proprietor.

1493. But there are a large number having income of that description as superiors, who escape taxation on that income, are there not?—They escape taxation on that income for the poors' rates, but the people who hold the feus are held to be proprietors, and not tenants.

1494 Are not those feu duties taxed to the income tax?—I do not know; if they are part of the income, I suppose that they would be taxed to the income tax.

1495. The principle of our taxation is to tax income?—Income and property.

1496. Why, then, should one class of income escape?—I do not know that any class of income escapes. You require the owners of lands and heritages in a parish to provide half the poors' rates; half of the poors' rates are contributed by the proprietors. You levy one-half from them, and the other half from the tenants and occupiers. No portion of the proprister's income escapes; he pays the one-half the poors' rates out of his whole income.

1497. But the superior is, to the extent of his superiority, a proprietor, and is not taxed?—But he pays half the poors' rate. Supposing that a parish belongs entirely to one man, he pays half the poors' rate to the parish whatever his income is derived from. Are you going to make him pay half the poors' rate first, and then tax him again upon each individual source of income.

1498. Take a case like this: suppose that one proprietor owns superiorities over the whole parish, and that he has no other property in the parish; he pays no tax to the poor at all?—So you may take the case of a man who has money in the Funds and chooses to live in lodgings; whatever the amount of his money in the Funds, you do not get any poors' rates from him.

1499. A man who, as the superior, holds the dominion over lands and heritages, pays nothing to the poor rates, does he?—He holds the dominion, and pays as the owner of land; he pays half the poors' rate.

1500. Not unless he actually owns the property?—If he has only a superiority, that is so. I do not know that you could get at that. I never considered that question before.

Friday, 23rd April 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. Hamilton.
Mr. Loch.
Mr. Mackintosh.
Mr. McLagan.
Mr. Miller.
Sir Graham Montgomery.
Mr. Parker.
Solicitor General for Scotland.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., IN THE CHAIR.

The Right Honourable Sir JOHN MCNEILL, G.C.B., F.R.S., called in; and further Examined.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

1501. *Chairman.*] WITH reference to the incidence of taxation, we dealt with feus on the last occasion; there is another point, which perhaps you have considered, with regard to the desirability of carrying out the principle of making everyone contribute according to his interest in lands and heritages; would you not think it an equitable thing for owners of land, such as mortgagees, to pay their share of the poor rate?—Really that is a question which I have not considered, and on which I am not prepared to give an opinion; it is rather for the consideration of lawyers, who know all the legal bearings of such a question, than for me. I should not venture to give an opinion upon it.

1502 Have you had your attention called to the considerable grievance felt now by reason of the incidence of taxation, and does it not generally arise from the fact, that heavily-burthened house property and land property pays to the full, whereas the mortgagee receives his interest, and pays nothing whatever, though he is, in fact, part owner of the property?—Undoubtedly, the principle on which assessment for the poor was originally established, both in England and Scotland, was, that men should pay according to their means and ability. The Statute of Elizabeth uses the term "ability"; the Scotch Statutes use the term "means and substance." That, undoubtedly, was the principle on which assessment for the poor was originally established in both countries. In Scotland, up to 1845, that was the mode prescribed by law for raising the funds for the relief of the poor. The Statute of 1845 left to parochial boards a choice of various modes of assessment. The result of that was, that, being left to raise the funds in the way most agreeable to themselves, or least disagreeable to themselves, the assessment on means and substance had almost ceased to be practised, when Mr. Baxter's Bill was brought in to abolish it altogether. Therefore, as far as the sentiments of the different parochial boards in Scotland are concerned, having had the free choice, they have of their own deliberate will set aside the assessment upon means and substance in almost every instance. That has been done, not from the feeling that it was a more equitable mode than the assessment upon means and substance, but because of the inconveniences attending the working of the law as relating to means and substance in the manner which I attempted to describe on Tuesday, by reference especially to the case of Glasgow, as I had stated it to a Committee of the House of Lords on a former occasion.

1503. But I think you will see that there is a difference between the question of persons who have advanced money upon land, and the general question of means and substance or lying money?—As to the question of the liability of bondholders as holding heritable security or feu duties, all those are questions which involve considerations of law that I do not pretend to deal with.

1504. I rather ask you the question with reference to the general view, whether it would not be a more equitable distribution of taxation to include them?—I think the most equitable of all distributions of taxation is that which makes the nearest approach to the assessment of a man according to his ability to pay; now if you go into the question of what ability consists in, I think it would be necessary to take into account this, that a man with a landed property which is heavily burdened, largely in debt, would require to be exempted in proportion to the amount of his debt, because his ability is reduced by that amount. You therefore get into a number of complications which it would be extremely difficult to deal with; I do not object to it on principle, but only maintain that as far as my experience and observation go, it has hitherto been found unworkable.

1505. But I do not know that the question has ever yet been raised of applying the mode of collecting this tax, like the income tax, to bondholders?

holders?—One of the modes of assessment permitted by the Statute is exactly equivalent to an income tax, namely, the third mode.

1506. But the difficulty with means and substance very often related to the residence of the party to be taxed, did it not?—No; I do not think that that created any difficulty, because a person who possessed property or a residence in two parishes, was permitted to elect which of the two he would be assessed upon, on his means and substance; it was not divided between the two parishes in which he had residences, but the Act left to him the choice. I do not think that the fact of residence, where there was a domicile or dwelling, or possession of property of any kind, interfered with it at all.

1507. But if the principle were adopted of allowing the mortgagor to deduct the amount of poor rates effeiring to the bond, would not that be equitable?—I have great difficulty in expressing an opinion upon a question which involves so many legal considerations, because I do not know what effect a decision that a bondholder was to be assessed as an owner of heritable property, might have on the other relations of the bondholder, and those would have to be taken into account; the third mode of assessment to which I referred, was this: "The whole assessment may be imposed as an equal per-centage upon the annual value of all lands and heritages within the parish, and upon the estimated annual income of the whole inhabitants, from means and substance other than lands and heritages situated in Great Britain and Ireland," imposed as an equal per centage on the annual value of lands and heritages, and on the means and substance of the inhabitants; that is precisely tantamount to an income tax on the whole of the inhabitants.

1508. But I think even under that mode the annual value of an estate, or of a house in the hands of the owner, was taken to be the rent that he received for it, and no account was taken therefore of any bonds upon the property?—No.

1509. The question, therefore, would not be touched by that mode of assessment?—Only that the parishes had it in their power to resort to a mode of assessment exactly tantamount to an income tax, and did not choose to adopt it; that was all I meant.

1510. I was pointing to the income tax rather with regard to the mode of collecting; that you might charge the bondholder by allowing the proprietor to deduct the amount of the poor rates in proportion to the interest he paid on the bonds?—That is a question into which I would rather not enter; it involves considerations that I am not competent to deal with.

1511. Have you any means of giving information to the Committee of the amount of exemptions allowed on the ground of poverty?—That is to say, of "inability to pay," which is the expression in the Statute; the exemptions on the ground of inability to pay, are numerous in some parishes, less so in others, but I think that there is no parish in which the parochial board does not exercise its power of exemption, because the power of exemption is not only from the whole rate, but from a portion of the rate; if they think that the amount assessed upon a poor person is more than he ought in propriety to be called upon to pay, they may either exempt him from the whole rate, or they may exempt him from any portion of that rate, and that power is exercised largely; in fact, in some parishes they have gone the length of exempting (not, I think, quite legally), all persons paying a rent less than a certain sum.

1512. That has been decided to be illegal?—That is not legal, but still it is practically arrived at by the parochial board holding these cases to be cases of persons who are unable to pay; they assume inability to pay.

1513. My object in directing your attention to that point was to know whether you do not think that the largeness of the number of exemptions in regard of inability to pay points to this, that the rate goes too low?—I have had to consider that question very anxiously. It was brought to my notice, more especially by Sir John Ogilvie, the Member for Dundee, and other gentlemen; and it seems to have been a good deal agitated in Forfarshire. I went into the question very carefully, and I arrived at this conclusion, which I intimated to Sir John Ogilvie, that there was great hazard in giving a legal exemption, an exemption by Act of Parliament, to that class of persons, on this ground, that while the parochial board possessed the power of exemption, they also possessed the power of enforcing the rate, and the existence of that power, whether it was exercised or not, was of the greatest possible use in enabling the parochial authorities to arrive at the condition of the applicants for relief. The persons from whom the best information is obtained in regard to the condition of applicants for relief is the class of persons just one shade higher in the scale of social means, persons a little above the verge of pauperism. If you give them a legal exemption, you may rest perfectly assured that there will be on their part a desire to favour every application for relief. There ought to be no injustice; if the parochial boards perform their duty, and exempt where exemption is desirable, they have the full power to do so; but if Parliament steps in and exempts, you lose all the support and assistance and information that you get through that class of persons in regard to the condition of applicants. On that ground I was opposed to what Sir John Ogilvie was desirous to effect, which is something like what you have now suggested.

1514. Sir *Edward Colebrooke.*] They would favour applicants for relief, you think?—If they were entirely exempted from poor rates themselves, they would have no interest in keeping the parties off the roll, and their sympathies with persons of their own class would lead them to favour rather than to counteract the applications for relief.

1515. *Chairman.*] In fact you consider that state of things as a check upon increasing the charges?—It is a check upon imposition, which you would lose if these persons were exempted from all liability to the rate. I must repeat that if there is injustice done, it is the fault of the parochial board, who have the power of exemption, and do not exercise it properly.

1516. Have you considered the question whether recent legislation has not rather aggravated the evil in question; I mean by annexing the payment of the poor rate to the franchise?—I have not had occasion to consider that question at all. I ceased to be primarily responsible for the administration of the poor law before that took place.

1517. Have you anything further to state with reference to the constitution of the local parochial boards?—With reference to the evidence I gave

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

last time, I am desirous to make a statement to the Committee on that subject. There is a class of parishes, not numerous, but populous and important, in which I have long considered the constitution of the parochial boards very defective. I allude to the large suburban parishes, such as St. Cuthbert's, in Edinburgh; North Leith; the abbey parish of Paisley; the Barony parish and Govan parish in Glasgow; Liff and Benvie, in Dundee; Old Machar, in Aberdeen; and it may be some other parishes; those are the chief parishes that suggest themselves to me at this time. In those large suburban parishes, some of them having a population of 150,000, or more, the constitution of the parochial board is the same as it is in a rural parish; all heritors of 20 *l.* and upwards are members of the parochial board. The consequence is that, in the Barony parish, for example, the number of members of the parochial board exceeded 2,000, and in St. Cuthbert's parish they are above a thousand. It is perfectly obvious that a body of 2,000, or of 1,000, or anything like a thousand, is totally unfitted for the management of a parish. They felt that themselves; and their system has been to elect annually what they call a committee of management, which is entrusted with the whole powers of the board for carrying on the business, but which has to account to the great body of the parochial board for its proceedings, at their half-yearly statutory meeting. Now, the inconvenience of that constitution of the parochial board was so strongly felt in the Barony parish that they came to Parliament for a local Act to get rid of it. That Act was passed, and passed in such a form as to assimilate the constitution of the parochial board in the barony to the constitution provided by the Statute for burghal parishes; that is, that instead of every heritor being a member of the board, there were a certain number of managers elected by the ratepayers, who were required to have a certain qualification, the qualification to be determined by the Board of Supervision. In the Barony parish there was wanting one of the elements required for the formation of a parochial board on the system of burghal parishes; that was the magisterial element. The magistrates send a certain number of representatives to the parochial board in burghal parishes; the barony not being a burgh, had no magistrates, and the question arose how that element was to be supplied. I had been in communication with them all along, and also with the Chairman of Committees in the House of Lords upon the subject, and I suggested that, to supply the place of the magisterial element, there should be a certain number of representatives of the Commissioners of Supply deriving their qualification from the parish; and in that form the Act has been passed, has been in operation now for a few years, and has worked very well. I may mention that that Act was framed, both as far as I was myself concerned in it, and also with the assistance of Lord Redesdale, in such a manner as to serve as a model *mutatis mutandis* for any other large suburban parish that might desire to change the constitution of its parochial board. I am quite satisfied that the present constitution of the parochial board in those parishes is vicious, and that it would be advantageous to change it.

1518. Mr. *Anderson.*] You do not mean that it was a permissive bill for any parish to work upon?—No; it was merely drafted in such a manner as might enable any other parochial board of a similar parish to frame an Act upon it, to adopt it as a model for an Act.

1519. *Chairman.*] Do you recollect the year in which that Act was passed?—I cannot state it now, but it cannot be above four or five years ago, I think.

1520. With that only modification, you adhere to what you stated the other day?—Exactly so; but as I gave a general statement without adverting to those parishes last time, I was desirous of having an opportunity of explaining that there is this exception, and that the constitution of those parochial boards is, in my opinion, very defective.

1521. Mr. *Loch.*] You have adduced examples in which, in large populous suburban parishes, the constitution of the board is defective; but taking other cases where the population is less, but where it is a mixed burghal and landward population, are there not also defects there practically in the constitution of the board?—I think that the defects there are not such as would make any change necessary; I think that, upon the whole, they work wonderfully well together. There do arise cases in which the majority of the parochial board, being the burghal part, are inclined to be a little hard upon the agricultural part; but then the Board of Supervision, having the power of refusing their concurrence to the mode of assessment which is proposed or adopted by the parochial board, have it, I think, in their power sufficiently to prevent any great injustice being done in that way.

1522. With regard to that point, the injustice would be remedied by classification, would it not?—It would.

1523. But must not classification be first proposed by the parochial board?—I do not think that it has been practically so; the Act, no doubt, contemplates that the mode of assessment should be initiated and selected by the parochial board; but what happens practically is this, the parochial board are informed that the Board of Supervision find that they will be unable to approve of the mode of assessment, unless an equitable classification is adopted, and the consequence is that it is adjusted. It is not done by compulsion, but it is done by influence, and we have generally succeeded, I think, in getting it very equitably done.

1524. At whose instance, then, would the inequity of the assessment be brought under the consideration of the central power?—By the aggrieved parties.

1525. By the minority, that is to say?—By the minority; by the aggrieved parties; they have the right of representing their case to the Board of Supervision, and they generally memorialise the board, and pray us not to assent to the mode adopted by the parish.

1526. *Chairman.*] The Board of Supervision does not interfere in any way in regard to the propriety of certain parties being elected on the parochial boards?—No, not in that way. The Board of Supervision is called upon to fix the number of elected members, and beyond that they have no influence at all in the constitution of the parochial boards; and it has not unfrequently happened that parties in a parish have urged the Board of Supervision to increase the number of elected members, because they believe that they would be able to carry members of their own way of thinking. And no doubt it is entrusting

entrusting an enormous power to the Board of Supervision. The exercise of that power to name the number of elected members might be grossly abused, no doubt, but hitherto it has not been abused.

1527. I was rather pointing to a case of this kind, that a medical officer, we will say, had been dismissed from his position as a medical officer by a parochial board, and that he could be elected to that parochial board (such cases have occurred; I had one brought under my notice at a recent date from my own part of the country): do not you think there should be some means of interfering to check such a thing, so that a man who had been found an improper officer should not be allowed to be elected and become a manager on that very board who had dismissed him?—I think the cases in which anything of that kind would occur, and in which the ratepayers would elect a man of that description, will be very few. What I have to complain of in regard to the elections to the parochial boards is, not that the contest is generally keen, I wish it were keener, but that the ratepayers are so indifferent about elections, that in numberless cases there are not above half-a-dozen ratepayers who meet to elect the members to the parochial board; and in many cases no election has taken place at all, in consequence of the failure of the ratepayers to attend.

1528. Has your attention been called to the law of mandates, and the mode in which mandates are used?—Yes.

1529. There are great complaints, I understand, that the present law enables mandates to be used in an improper manner?—There are, especially in that very class of parishes to which I have been referring, namely, the large suburban parishes. That was one of the inconveniences which led the barony parochial board to seek for a change in the constitution of their board.

1530. Did they introduce any special provision with regard to mandates?—Yes; by the present system it is an election of managers. Instead of a member of the parochial board coming to a meeting of the board with 200 or 300 mandates in his pocket, and tabling 300 or 400 votes perhaps; there is now nothing of the kind, they are managers and not members of the parochial board.

1531. Do not you think it would be desirable to change the law of mandates in some such way as that?—I think, possibly the law of mandates might be amended. It might be amended, I think, in such a way as to give more formality and more specific mandates. The question often arises whether a mandate is given as a proxy for a particular occasion, or whether it is a mandate to be used on all occasions; those difficulties do arise, and I think it would be very possible to frame regulations in regard to mandates which would improve the use of them.

1532. I suppose you would point to abolishing general mandates, and would limit them to special mandates for particular occasions?—I do not know that I am satisfied that that would be expedient. Take the case of particular proprietors who are non-residents, I think it is beneficial that those proprietors should have the power of giving a mandate to their factor or to some competent person who is resident on the spot. I think it would be a serious impediment to the proper working of the Poor Law if those persons were excluded.

1533. Mr. *Miller.*] Is not that generally given in the shape of a commission, and registered?—No, I think the Act only requires a mandate.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

1534. As a matter of practice, is not it generally the case?—I am not conversant with that; in many cases it may be, but it is quite competent for a proprietor to grant an ordinary mandate to anybody to act for him. I do not know what the practice is; that I suppose the law agents of the proprietors would be best able to tell.

1535. *Chairman.*] You do not think it would be desirable to abolish those general mandates, so as to induce non-resident proprietors to attend when important questions come up?—I do not think it would do to abolish them. What is a man to do who has property in half-a-dozen parishes? he cannot be in all.

1536. They might be restricted to those particular cases, might they not?—I do not think, so far as relates to the mandates of considerable proprietors, that there is any evil to remedy; those are not the cases in which difficulties arise. The cases in which difficulties arise are especially in those large suburban parishes, and if you change the constitution of the parochial board in those parishes you get rid of the question of mandates.

1537. There is another suggestion which has been made to me, namely, whether it would not be desirable to limit the duration of a mandate, say, that it should be renewable every year; would you approve of that?—I can see no objection at all to that, I think it very proper that it should be so. There is a class of persons in those large suburban parishes, and in several other parishes, who cannot themselves appear at a parochial board; there are females who are entitled to give mandates in respect of their property. The general practice is for them to grant a mandate to whoever is their agent, and he uses that mandate as long as they live. I think it would be very desirable that there should be a revision of that question at the end of every year. I think that would be a beneficial arrangement.

1538. Probably in those parishes you might limit it to a particular meeting, or the adjournment of it?—I think that would be inconvenient. I think that the utmost I would do would be to limit it to the half-year from one statutory meeting to the other. I think that is as much as it would be advantageous to do; but I would prefer what you originally proposed, namely, to have a renewal of the mandate once a-year.

1539. Does it not practically come to this now, that the chairman gets all the mandates, and is enabled to carry his own views?—Not at all; the chairman is often beaten in the parochial board, not by the votes of the persons present, but by the votes in the pockets of the persons present.

1540. With regard to the appointment of the local inspectors by the parochial boards, do you think the system satisfactory?—I think that, upon the whole, our inspectors, of whom we have nearly 900, are wonderfully good. I am very much astonished at finding them so efficient as they are, as a rule; and as I stated last time, I think, that the inspectors of some of our large parishes are as good poor law officers as are to be found in the United Kingdom.

1541. No doubt in the large parishes there is no difficulty in getting men who are satisfactory officers?—They are men holding very re-

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

sponsible offices, and they have large salaries, and they are a most efficient class of men.

1542. I was rather wishing to point to the small rural parishes?—In the small rural parishes the parochial boards began by appointing persons who, in many cases, were not very competent to the work, giving them very small salaries, and in general they were persons who had other occupations; they could not undertake the duties and give up their whole time for the salaries that the parishes could afford to give, and that is a thing that you cannot get over. In many cases the schoolmaster was appointed; I think that an objectionable arrangement, and the Board of Supervision have frequently remonstrated against that course, because it is the duty of the inspector to be much through the parish amongst the poor, and it is the duty of the schoolmaster to be much in his school, and those two things appear to us to be incompatible; we have therefore objected to that; but on the whole, they have gone on improving. The parochial boards from time to time have found that the man who would do the work for the least money was not the most economical man for them; and they have gone on improving the condition and thereby the qualification of the officers.

1543. It is, I believe, often the case that the inspector also occupies the post of collector; do you see any objection to that?—I do not see any objection to that; as collector he is in no way under the Board of Supervision; but the inspector, being obliged to be about the parish a good deal, may as well make the collection as not; I have not found any inconvenience result from the combination.

1544. Would you approve of a change which would enable the inspector to be employed entirely upon the business of inspection, by uniting several parishes under one inspector?—There are a few cases in which that has been tried; there is one in the north, a Mr. Gillanders, who is inspector for four or five parishes. It is an expensive system, but it has worked very well there; and there is another case in the south of Scotland, in Galloway, in which the inspector is inspector for several parishes; that has worked very well also. In the island of Islay, which was a combination recently dissolved, they have appointed a man who was inspector for the combination as inspector for the three parishes there; he is a very good man, I think, and I daresay that will work very well; but it is an expensive process, in this way: you must have in every parish, in justice to the poor, a resident person to whom they can apply for assistance in case of accident, or apply for relief in any emergency. If the inspector has many parishes to look after, it will be his duty to be continually going the circuit of those parishes, and there is nobody within reach of the poor in each particular parish from whom they can obtain what they require; we have, therefore, invariably required that where an inspector was appointed inspector of several parishes, there should be an assistant inspector resident in each parish, to whom the poor could apply on any such occasion; and that you must do, you cannot get rid of it.

1545. Assuming that state of things, do you find that the benefits that would arise from a better system of inspection under those circumstances countervail the greater expenditure?—I think in the three cases that I can call to my mind at this moment it is working well.

1546. You think that they are able to keep down the rates and the state of pauperism?—I think upon the whole, the inspectors' work is better done there (that is my impression) than in most of the other parishes; certainly better done than it was in those particular parishes before the appointment of these men, that now have several parishes.

1547. With regard to collectors, one collector might probably be given to several parishes, without increasing the expense?—As to collection, I had a conversation about it with the gentleman who is at the head of the Inland Revenue Department in Scotland, and he sees no difficulty in collecting the poor rates through his own officers, along with the other taxes that are collected, without any additional expense. It is for consideration, therefore, whether such an arrangement might not be an advantageous one; in that case, you would get rid of the salaries of collectors altogether, and the system of collection would probably be more perfect and uniform; but that is a matter for consideration. I do not offer any opinion as to the expediency of the thing; my impression is, that it would be a good arrangement, but I have not so maturely considered it as to give the Committee any very decided opinion on the subject.

1548. It would, at any rate, bring in a better system than exists now, where there is no check practically at head-quarters?—Yes.

1549. Can you give us any facts with reference to poor-houses, and their effects both upon pauperism and upon expenditure?—Yes; there is one case that I would desire especially to bring to the notice of the Committee; it relates to the parish of Kilmore and Kilbride, in Argyllshire, in which some of your constituents reside; I allude to the Oban poor-house. When that parish first began to feel the extreme pressure of the increase of pauperism they established a lodging-house for paupers. Finding that the proprietors of the small houses, from the increase of demand for such houses, had raised their rents to an exorbitant amount, the parish resolved to erect a lodging-house for a certain portion of the paupers. When they did so, they became desirous to use that lodging-house, to a certain extent, as a poor-house. The Board of Supervision would not consent to that; they said, "It must either be a lodging-house in its proper sense, and there must be for the inmates free ingress and egress as there would be in a hired lodging, or you must enlarge it, convert it into a poor-house, and bring it under the rules that have been established for poor-houses." There was some little delay, but ultimately the pressure became so great that the parish resolved on enlarging their lodging-house, and getting the sanction of the Board of Supervision to its being a statutory poor-house. As soon as they had done that, their inspector, who is an intelligent man (I think you are probably acquainted with him), set to work and went over his roll, and picked out a batch of paupers, to whom he offered, with the sanction of the parochial board, admission to the poor-house, refusing out-door relief. They all refused to enter the poor-house. Another batch refused in the same way, until at length of 300 and odd paupers who were on the roll when the poor-house was opened, more than 100 were struck off the roll because they refused to enter the poor-house. On receiving that intelligence I became alarmed, and I called upon the inspector to account

account to me for what had become of those people who had been struck off the roll. Were they starving, were they begging, were they working, what were they doing? I received from him a detailed account of every individual. He stated, at the same time, that of the whole number there were only two about whom he felt any anxiety. Those were two widows, one of whom had three children, and the other, two children. I said to him, "Well, keep your eye on those people, take care you are not too late in coming to their support if they should be unable to get on for themselves." He said he would. I desired him to report to me in a month what they were about. He did so, and the result was this; the widow who had three children set about buying eggs and poultry in the country and bringing them into Oban to sell; and she made by that traffic more than double the amount she had been accustomed to receive from the parish, and she told the inspector that no consideration under the sun would ever induce her to be a pauper again, because she could do better for herself. The other woman about whom he had been anxious, with the two children, took in washing, and during that season, and the influx of tourists into Oban, she made as much money as kept her and her two children for the whole year, and has continued to do so from that time. There then was one-third of the number of paupers who had been on the roll when the poor-house was opened struck off the roll; and from being persons who subsisted on the industry of others, they became persons contributing to the industry of the country; that is one instance of the proper use of a poor-house; but it requires to be judiciously and properly, and not oppressively, used to produce such results as those. My belief is, that where the poor-house is properly used it has a most beneficial effect, but that our people have not yet used the poor-houses, to the extent or in the manner in which I should desire to see them used.

1550. Then what is the condition of those paupers who remain on the roll at Oban; are they all in the poor-house?—Not all; the poor-house would not contain them all, for it is not a large poor-house, but it is pretty full.

1551. There is a considerable amount of out-door relief still?—There is a considerable amount of out-door relief.

1552. What was the effect on the rates?—The effect upon the rates was not so much as upon the number of poor, and that was one of the complaints made by one of the proprietors of the parish, that he had not found such a relief to the rates as he had anticipated from the reduction in the number of paupers. My answer to him was this: "Well, I am sorry for you, but that is not, in my estimation, the primary consideration. I think it far more important that these people should be taught industrious habits and self-reliance, than that you should save a few shillings."

1553. I have a letter from Mr. M'Caig, the inspector to whom you referred just now, and he mentions that the assessment for 1861, which amounted to 1,500 *l.*, was reduced by these means to 1,181 *l.* in 1868, and the number of paupers from 148 in 1861 to 82 in 1868?—Yes.

1554. Is there any other instance of a poor-house being utilised in a similar manner?—I think so, in the poor-house that was established in the island of Mull at Tobermory; I think that has had a beneficial effect upon a very unmanageable set of parishes, both in that island and some of the neighbouring islands. The state of pauperism in the Ross of Mull, and in some other parts of Mull, was terrible; and I may say that it was in a great measure at my own instance that that combination was formed and that poor-house erected, and the result has been extremely satisfactory. I am not in a condition to give details with respect to that, such as Mr. M'Caig has given to you, or such as I have myself stated here in reference to Oban; but I know in a general way that the effect of that poor-house has been to reduce the rates in the Ross of Mull from 6 *s.* in the pound, which they were at one time, to less than 2 *s.* in the pound now.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

1555. One frequent mode of relief to the poor is in paying their house-rent, giving them simply their house-rent; do you approve of that system?—I think there are a great number of cases in which that is sufficient. A great number of people, especially widows and unmarried women, manage to earn a livelihood by hawking, or in one way or another, but have a great difficulty in putting together, at stated periods, the sum of money required to pay their rent; and it is an immense relief to them, and an advantage to them in this way, that they get a better lodging at the same rent. When it is known that the inspector will pay the rent, they get more value for their money.

1556. Does not that, in some places, lead to jobbery with the house-agents?—I do not think it at all. There was at one time great risk of that. We found that some of the men who had been appointed inspectors were factors for house proprietors. The Board of Supervision immediately intimated that they must resign one or other of those posts, and that no person acting as factor or ground officer for a proprietor should hold the office of inspector, and that if he did not resign the other office, and yet would not resign the office of inspector, we should consider the propriety of dismissing him. The consequence is, that all over the country those two offices have been disjoined.

1557. The suggestion has been made to me, whether it would not be desirable to extend that to members of the board, and to provide that house-agents should not be allowed to sit on the board?—I do not think that. If a man is a proprietor in a parish, and agent for his own houses, I do not see that you can exclude him from the board on that account. But this we have arrived at, though somewhat late in the day: formerly we had no power to prohibit members of the parochial boards from taking contracts for the supply of what the parochial board required for the use of the poor, though we were very desirous to put an end to it. However, recently, in consequence of some decisions that have taken place in the higher courts, we took the opinion of counsel on the subject, and they advised us that such a proceeding was illegal; and so, before I left the Board of Supervision, we communicated that opinion of counsel to all parochial boards, and declared that all contracts formed under those circumstances would be void, at least that they would be invalid, that they could not be enforced; and that has done good. There is another rule which we issued very early, in the very first year, I think, of our business at the Board of Supervision, which was prohibiting any inspector from deriving profit or emolument, directly or indirectly.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

rectly, by the sale of anything whatever to the poor. We prohibited him from any pecuniary dealings with the poor. We have dismissed two or three inspectors for contravening those rules.

1558. With reference to the satisfactory effect of the two poor-houses you mentioned, probably that is in a great degree attributable to their having as inspector in those cases a man of judgment and ability?—I think it is to be attributed to the peculiar circumstances of the population in the midst of which those poor-houses were planted. The immediate success of the Oban poor-house was due to the formation of the Lorn combination. The combination in Mull was formed before the poor-house was built; it includes the whole of the parishes of Mull, the islands of Tyree, Coll, Iona, and so forth.

1559. Do you think that, if the system were equally judiciously applied in large towns and populous places, you might obtain similar effects?—I think you might obtain similar advantages, but I do not know that you could obtain a change so startling as those I have mentioned, because the poor-houses in our large towns have hitherto been well managed. The objection to the poor-houses in our large towns has hitherto been their having been erected very early, without a view to classification, which we now insist upon. They were very inferior and unsuitable buildings. In two parishes in Edinburgh that has now been remedied; the city parish of Edinburgh has erected a poor-house out in the country at Craiglochart, some miles from Edinburgh; and the parish of St. Cuthbert's has erected a poor-house to the north of Edinburgh, not far from the town. I may mention that when the parochial board of Edinburgh proposed to place their poor-house at Craiglochart, I entirely approved of their doing so on one condition, and that was, that they should enter into an arrangement with the Caledonian Railway Company, by which they should enable a certain number of the friends and relations of the paupers to go out once a week by rail free of cost.

1560. Do you find that there is any feeling against allowing relatives to go into a poor-house which prevents those houses being utilised as much as they might be?—I think not. In all poor-houses that I know, the relations are admitted at all reasonable times to the poor-house; but where you move a poor-house two miles out of a town, the poor people cannot give the time, or cannot undertake the fatigue, of travelling out, and in the case I have referred to there was a great risk that the paupers might be deprived of the solace and comfort of having visits from their relations in the poor-house, and their relations also deprived of the solace and comfort of visiting them there. I therefore thought it expedient to make it a condition with the parochial board, that they should afford the relations facilities for going out.

1561. I rather meant by my question to call your attention to the feeling against allowing relations to go into a poor-house at all, and that from that circumstance people would often refuse a poor-house, though they might have no other means of subsistence whatever?—There is a reluctance. One effect of the poor-house, though not so apparent as those effects I have been referring to, is this: there are numberless instances in which persons, sometimes those who are legally liable, and sometimes collaterals who are not legally liable, are very willing that their relations should receive out-door relief, but they will not permit them to go to the poor-house; they would rather maintain them out than let them go to the poor-house; that constantly happens.

1562. Do you think that if the test of the poor-house were more stringently applied, many people would still maintain themselves in the same way?—I think in some cases they would maintain themselves, and in other cases their relations would maintain them. I think there are many cases in which relatives will maintain a person rather than let him go to the poor-house, who will not maintain him so as to exclude out-door relief.

1563. You do not think that the poor-house has had a tendency to diminish vagrancy?—I do not. I said last time, and I say now, that I am not at all prepared to admit that the effect of the poor-houses has been to increase the total amount of vagrancy in the country. I think the effect they have had has been rather to lead vagrants to avoid the parishes in which there are poor-houses, and to frequent most the parishes in which there are not; and that, therefore, in those parishes in which there are no poor-houses, they appear to them to have multiplied. They are more redundant than they were; but I believe it is simply a change of locality, and not an increase of numbers. At the same time, I desire to state, in the most distinct terms, that I do not consider the vagrancy laws in Scotland as being altogether satisfactory; very far from it.

1564. In the case of women with illegitimate children, would you think it advisable to make it compulsory that those cases should be sent to the poor-house?—My own opinion is that it is the best mode of dealing with them; it is the rule in England, and I believe it is the best mode of dealing with them; but a poor-house is not a prison; you cannot detain a pauper in a poor-house; a pauper may demand his discharge from a poor-house at any time, and what these ladies do is this: after they have been a certain time in the poor-house they demand their discharge, and when a similar occasion occurs they come back again and demand relief; they find the poor-house the most comfortable lying-in-hospital that they have access to, and there they go.

1565. Have you considered the question of the desirability of giving power to parochial boards to relieve able-bodied poor?—Well, I had imagined that they possessed that power; and in 1851, when, at the instance of the Government, I went round the Western Highlands to put things on some sort of footing, after that large fund that was raised for the relief of the distress in the Highlands was exhausted, I instructed the parochial boards that they had that power; the shape in which I put the thing to them was this: "You have a discretionary power to relieve able-bodied persons, although they have no right to demand relief, whether is it better for you, when a man is really destitute, to step in and afford him relief, and get some work out of him in return, or to wait for 24 hours, when if he be really destitute he will be disabled by starvation, and legally entitled to parochial relief"? But the decisions of the courts of law are distinct as to the illegality of a parochial board granting relief to an able-bodied person under any circumstances; the parochial funds, as raised by assessment, are not by law applicable to the relief of able-bodied persons.

1566. *Solicitor General for Scotland.*] That was

was their interpretation of the Statutes?—Exactly.

1567. *Chairman.*] Are you of opinion that there should be a modification of that law?—I really hardly know what to say upon that subject; I have not been able to observe, although the times have been rather trying, and I have watched it carefully, that any evil has resulted from the promulgation of that interpretation of the law; at the same time I believe that it leads to this: that the parochial boards on some occasions assume a sort of constructive disability in cases which they would not otherwise hold to be cases of disability.

1568. *Solicitor General for Scotland.*] It is, in short, a law which must of necessity be in some cases violated?—Yes.

1569. *Chairman.*] Practically, the law does not beget any hardship, you think?—I am not aware that it does; I can state no instance; I anticipated that it would, and I watched it so long as I was at the Board of Supervision; but my successor at the board will be able, probably, to speak more distinctly to that than I can.

1570. Mr. *Anderson.*] Do you think that a systematic violation of the law is better than giving a discretionary power legally?—I do not know that the violation of the law can be defended at all; I do not pretend to defend it.

1571. *Chairman.*] Practically, I presume it works in this way; that, in these extreme cases where the law would press too hardly, public opinion guides the board to the course which they adopt?—In those cases where there is much distress in any locality, there are generally subscriptions raised.

1572. Mr. *McLagan.*] Is not the reason of having the Craiglochart poor-house built there, that the poor might be employed on the lands about the poor-house?—I do not know as to that; that was not stated to me.

1573. Is there not a society established in Edinburgh just now for the employment of the poor?—There is a society established in Edinburgh for attending to the poor; their operations I am not familiar with. I did not feel quite certain that it was a very safe thing, and I did not join it; and, situated as I was, I thought it was better to keep the administration of the poor-law, and the administration of this benevolent society as distinct as possible.

1574. Are you aware whether there are any parties who are now employed by that society who were paupers before?—I do not know; I do not know anything about the operations of the society; I have not even seen any report.

1575. Mr. *Crum Ewing.*] Are you aware of relief having been granted by parochial boards to able-bodied persons in times of great distress and dulness of trade?—I think I would hardly venture to say that I am in a condition to give legal proof of it; but I have no doubt that on occasions it has been done in this way: that a man who, in ordinary circumstances would have been held by the parochial board to be able-bodied, has, on some pretext or other, been admitted by them to be for the time partially disabled; and they may have made that an excuse for giving him relief.

1576. I suppose you think that it would be almost impossible to get on without some relaxation of the law in such cases?—I do not know as to that; the parishes for 18 or 19 years had been under the impression that they possessed that discretionary power, and had exercised it frequently during those 18 or 19 years; and when this decision came upon them, they did not at once conform to the new interpretation of the law; but whether that continues to be done now, I am not in a condition to say; it is now more than a year since I left the Board of Supervision, and the decision was comparatively recent at the time that I resigned.

1577. After the law was known, I believe it was done in several instances?—I think it very possible, but I had no official cognisance of it; no cognisance of it in such a way as would entitle me to specify instances.

1578. And no complaint on the subject was brought to the Board of Supervision?—No complaint; no ratepayer protested against the misapplication of the parochial funds.

1579. *Chairman.*] Does it happen at all in the relieving of the casual poor by inspectors, that able-bodied poor get relief?—I think it may happen occasionally, but I should think extremely rarely; the fact is, that the inspectors and the casual poor, that is to say, the migratory casual poor, are not upon the best possible terms.

1580. *Solicitor General for Scotland.*] They are natural enemies?—Yes.

1581. *Chairman.*] I suppose, therefore, you would think that, in that condition of things, that there was a proper check upon the expenditure of funds by the inspector?—Yes, there is no one subject on which we have had stronger representations from our very best inspectors in rural parishes, than upon the intolerable nuisance of being called up at all hours of the night by people demanding relief and demanding lodging, and lying in the street, and keeping them in terror, that if they left them lying in the street some of them might die, and then they would be subjected to a criminal proceeding; so that you may rest quite assured that, as a general rule, inspectors give no more to the casual poor than they think absolutely necessary; that I may venture to say.

1582. You are satisfied of that?—I am satisfied of that.

1583. Mr. *Miller.*] It is the migratory class of whom you are speaking now?—Yes.

1584. *Chairman.*] I asked that question because the suggestion has been made to me, that there is no sufficient check upon the administration of these funds by the inspector?—I think it is very difficult indeed to have more efficient checks than we generally have upon the expenditure of the funds by the inspector.

1585. Are you satisfied with the present law as to the means by which a pauper can get upon the roll by applying to the sheriff?—I think that it has not worked badly. I daresay that it is a great bore to the sheriffs, but the sheriff being a local judge has means of information, if he chooses to seek it, greater than others; and moreover, that fact of his being a local judge facilitates the application of the pauper to him, and facilitates the representation of the parochial board in the discussion of the question, because the inspector can attend; and, upon the whole, I am not sure that it would be advisable to transfer that power to any other person; I do not think that you could lodge it in any other hands. The only question that I would think it necessary to consider in reference to that matter is, whether you would leave it entirely in the hands of the parochial boards themselves. Now, I daresay there

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

are many parochial boards in whose hands it might be left with perfect safety; but I am not prepared to say that in justice to the poor it could be very well left in the hands of all the parochial boards.

1586. You are aware that in England it is entirely left to the guardians?—I am quite aware that in England there is no appeal from the decision of the board of guardians, that their decision is final; they give or refuse relief as they think proper, and the only check upon them is that if a pauper were to die from want of relief there would be a charge of culpable neglect.

1587. *Solicitor General for Scotland.*] You yourself are satisfied with the existing system in Scotland?—Yes.

1588. *Chairman.*] We have had evidence that the sheriff is not considered a satisfactory tribunal, that he has not the means of ascertaining the real facts sufficiently; do you agree in that view?—I think that evidence must have been from a sheriff who was bored by having those cases brought before him.

1589. The sheriff only decides the bare question whether a pauper shall be on the roll at all; the question of the quantum of relief is for the board?—The quantum of allowance is a matter for the parochial board in the first instance, from whose decision there is an appeal to the Board of Supervision.

1590. There is a double appeal, in fact; there is an appeal to an authority in the locality to get upon the roll, and an appeal to the Board of Supervision as to the quantum of allowance?—There is an appeal to a local authority to get upon the roll, and an appeal to the Board of Supervision in regard to the quantum of relief.

1591. Do not you think that you might improve matters by giving power to a committee of the local board to investigate these questions, subject to an appeal to the Board of Supervision?—I do not see that the decision of a committee of the parochial board would be of more value than the decision of the board itself.

1592. I mean, would it not be better to give greater power, in some shape or other, to the parochial board, and to leave the appeal solely to one body, the Board of Supervision?—You will observe that the propriety, or impropriety, of putting a poor person on the roll is a question that must be investigated in the locality. You must get at his circumstances, and means, and ability, and you cannot get at that anywhere so effectually as in the locality. Therefore it must be, as I think, some resident authority which must determine that question.

1593. Suppose the case of a sheriff being misled, or from any circumstances deciding that a pauper should be put upon the roll who is really and truly an improper object of relief, he cannot be put off the roll then?—Yes; the parochial board can strike him off as soon as they have discovered circumstances to entitle them to do so. He then appeals to the sheriff again, and these reasons are brought to him, and he alters his former decision probably.

1594. *Solicitor General for Scotland.*] I understood you to say in a former part of your evidence, that, with all your experience and consideration of the subject, you are satisfied with the existing system?—I am; I am now defending the existing system.

1595. *Chairman.*] In regard to the question of lunatics, you cannot give us any detailed evidence?—I cannot give you any detailed information with regard to lunatics, and I think I ought not to give you any information, my knowledge being imperfect; and there being a board charged with the special duty of attending to the lunatics, I think it would be an undue interference with their branch of the subject to enter upon it at all.

1596. Do not you think that it would be an advantage to have the control of the poor, both lunatics and otherwise, under the Board of Supervision, instead of having two boards?—That is a question I have been called upon to consider very carefully. The state of the thing is this: you must either divide the poor or divide the lunatics; you must either divide the poor into the sane and insane, or you must divide the lunatics into the pauper and non-pauper. Now, looking to the specialty of the whole manner of treatment of lunatics and management of lunatics, I think it would be a waste of power to put the pauper lunatics under the Board of Supervision and to have another board for the management of the non-pauper lunatics. I do not see how you are to escape from that difficulty; I am unable to escape from it, and I have considered it very carefully. I was examined upon that subject before a Committee of the House of Commons before the Lunacy Board was created, and the language I then held was this: I consider it the duty of the Board of Supervision to undertake the management of all paupers, whether sane or insane, if they are required to do so; but I object to the Board of Supervision being called upon to undertake the management of lunatics who are not paupers; I do not think that we can do it; we cannot undertake it; it must be a separate management from ours. Then, if you are to have a management for one class of lunatics, my belief is strong that the wisest course is to put all lunatics under that special body which directs its whole attention to the management of lunatics; that is the conclusion I have arrived at.

1597. Do you think that the present system has any tendency to increase the expense of maintaining the pauper lunatics?—I think there is no doubt that the expense has increased, and that it is very large. Taking into account all the expenses incurred by counties as well as by parishes, the expense is no doubt very large; but it is an expense that I do not see how you are to escape from.

1598. I rather meant that the comparative expense was greater by having the pauper lunatics partially under the charge of the Lunacy Board, than what it would be if there were one administration for all paupers?—I do not think that it is much greater, because if they were under the Board of Supervision it would be the duty of the Board of Supervision, and they are required by Statute to send to an asylum every lunatic for whom asylum accommodation can be found, unless in the peculiar circumstances of his case they consider it expedient to dispense with his removal to an asylum; the statutory rule is that every lunatic shall go to an asylum, but there was a power in the Board of Supervision to dispense with his removal to an asylum, if they saw sufficient reason for so doing. Then in those circumstances, if all the pauper lunatics were under the Board of Supervision, I apprehend that a good number of them would be in asylum that are in asylum now.

1599. Is

1599. Is there any power also in the Board of Supervision of having paupers removed from asylums if they are in a fit state to be removed?—That the board have nothing to do with.

1600. The Board of Supervision can decide whether they shall go into an asylum or not, but not whether they shall be discharged from it?—If a lunatic is discharged from an asylum, and he has no means of his own, he becomes a pauper, and becomes primarily chargeable to the parish in which he has been placed, and that led to the necessity, shortly before I left the Board of Supervision, of taking measures to protect the parishes, and the course we took was this: it was found that lunatics, when they had been a number of years in an asylum, were at length removed from the asylum as harmless, perhaps incurable, and immediately came for relief upon the parish in which the asylum was situated, and there was the greatest possible difficulty in getting at their settlement. We entered into a communication with the Lunacy Board, and arranged that on all occasions when a pauper was admitted into an asylum, there should be a statement of what his then settlement was. His residence in an asylum does not give him a settlement in the parish in which the asylum is situated. The question was to ascertain where his settlement was when he entered the asylum, and by the arrangements which we have now made I do not anticipate any further difficulty upon that subject. A pauper turned out of an asylum becomes immediately chargeable to the parish in which the asylum is situated, and that parish recovers the amount from the parish in which his settlement was when he entered the asylum.

1601. You only have a power of granting permission that a pauper shall not be taken into an asylum, but once in an asylum, you are without any further power in the matter?—We have no power now of dispensing with his removal to an asylum; the whole management of the lunatics is transferred to the Lunacy Board.

1602. Mr. *Loch.*] With reference to the question of the expense of lunatics, I wish to put a case to you; you are aware that in the northern district of Scotland, at Inverness, a large asylum has been built, which takes in Caithness and Sutherland, and some of those northern counties: the amount charged for each lunatic in that asylum was 25 *l.* or 26 *l.*; it was discovered, the other day that, in taking that figure, they had made some miscalculation, and that a debt of 2,000 *l.* or 3,000 *l.* had accumulated against the asylum, and they are now charging between 32 *l.* or 33 *l.* for each pauper lunatic, in order to raise a fund by means of which to discharge that debt; I wish to have your opinion as to whether that is a legitimate exercise of power, charging parishes sending lunatics there for a deficiency occasioned by lunatics from other parishes?—That is a point on which I can give no opinion; I should consider it very hard if I had to pay my share of it.

1603. You will observe that that is a charge which will appear in the Blue Books as a part of the expense of maintaining pauper lunatics, whereas, in fact, it represents more than the expense of maintaining pauper lunatics?—Quite so; it represents more than the present cost of maintaining pauper lunatics; but if you take the average of the whole years after that debt is paid off, from the commencement until the liquidation of the debt, then your annual average will be quite correct.

1604. You do not think that the intermediate disturbance of the average is a circumstance to be deprecated?—I do not know what is to be done in those cases; it is very difficult to say what ought to be done; could you suggest any better course? I am not able to suggest any better course myself.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

1605. *Chairman.*] I suppose that is rather a question to be put to the Lunacy Board, than to yourself?—Yes.

1606. Mr. *Loch.*] As a charge upon the poor rate, is it not a question that might legitimately be brought before the Board of Supervision?—I do not think that the Board of Supervision would interfere with that question, they would allow the managers of the asylum and the parishes that complained to settle it legally.

1607. To fight it out together?—Yes.

1608. *Chairman.*] With regard to the medical relief of paupers, are you satisfied with the present condition of things?—With regard to medical relief I would say this, that in the town parishes I think it is very good; I do not think that there is anything to complain of there. In the country parishes, in many of the remote parishes, it is very difficult to obtain adequate medical relief; but then I would add this, that in respect of medical relief a pauper is in an infinitely better position than the independent labourer. When the pauper requires medical relief he applies to the inspector, who has to find it, if it is to be got, and he pays nothing for it; the independent labourer is obliged to do without it, because he cannot afford the expense of bringing a medical man from a distance; so that, in fact, the pauper is in that respect in an infinitely better position than the independent labourer.

1609. *Solicitor General for Scotland.*] Than the independent labourer who cannot afford to pay for medical relief, which many cannot?—Most independent labourers cannot, under those circumstances where the distance is great, afford to pay for it.

1610. *Chairman.*] Do you think that the remuneration for the medical men is sufficient to ensure tolerably good men?—I am bound to believe that it is when I look at the competition amongst competent men for those offices. There is a great deal of competition for it. It is generally managed in this way, that where there is not a resident medical man who is considered competent, the whole of the residents in the parish are interested in importing a competent man, and therefore try to get a competent man; and with a view to an inducement to him to settle, they are willing to appoint him medical officer to the parish, securing to him that salary, and they get the benefit of his practice in the place; that is the way in which it is generally managed in rural parishes.

1611. They are appointed by the parochial board?—They are appointed by the parochial board sometimes from year to year. I believe there is no obligation to appoint them otherwise, only that a medical officer, like any other officer employed, is entitled to a certain notice before his services are dispensed with.

1612. But he is dismissable at the pleasure of the parochial board?—He is not dismissable at the pleasure of the parochial board if he is appointed by the year; but we have held that he is entitled to have notice if the parochial board intend to dismiss him at the end of the year.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

1613. Without notice the parochial board cannot legally dismiss him at the end of the year?—No.

1614. Would you think it desirable to make him more an officer of the Board of Supervision, like the inspector?—I do not know that I should; I think there have been many cases in which medical officers have been changed without sufficient reason; I think when that has happened it has been a question of the majority of the parochial board favouring one man rather than another; and as the majority fluctuated, one medical man has been ousted and another put in. I think that there might be this rule made with advantage, that a medical man once appointed should not be dismissed without the concurrence of the Board of Supervision.

1615. Mr. *Miller.*] Has such a change in the medical men as sometimes occurs now operated against the poor?—I think in some cases it has operated against the poor. I can call to mind now, I will not specify them, two or three instances in which medical men whose habits appeared to us to be objectionable were popular men in the parish, and were appointed in preference to men whom we considered superior as medical men.

1616. In rural parishes, I think it is generally the district doctor that is appointed?—In what I have said now I allude rather to Highland than to Lowland parishes.

1617. *Chairman.*] Sometimes these questions with regard to the dismissal of medical men have led to litigation, have they not?—I think in the 23 years that I have been at the Board of Supervision there have been three or four such cases; not more.

1618. I do not know if you recollect a case which has been stated to me, in which the intervention of the Court of Session was brought in by the Board of Supervision, of the case of the parish of Dull?—I cannot call the circumstances to mind, but I think I am safe in saying that, during the whole time I was at the Board of Supervision, there were not more than three or four such cases in 23 years.

1619. Mr. *Ellice.*] You prefer that the Board of Supervision should have had a check upon this matter?—I think so. One effect of the Board of Supervision having a check of that kind would be, that the parochial boards would have to show reason for dismissing their medical officers.

1620. *Chairman.*] Some complaints have been made to me, which I will read: one of these grievances consists "in the Board of Supervision compelling all medical officers who participate in the medical relief fund to give medicines and medical attendance gratuitously to paupers belonging to other parishes who may be resident for the time being in theirs. Let me illustrate the working of this arbitrary regulation by a case in my own practice. A. B., chargeable to Kilmichael parish, falls ill at Kenmae, a hamlet in this parish, five miles from my residence. His aliment, house-rent, children's school fees, and cordials, are paid for by Kilmichael parish, but the duty of visiting him and supplying him with medicines devolves neither upon the ratepayers of the parish of his settlement, nor upon the ratepayers of the parish of his temporary residence, but upon a single individual in the latter place, in virtue of his capacity of parochial surgeon"?—That is quite true. When the Parliamentary grant in aid of medical relief was to be distributed, one of the conditions which the Board of Supervision exacted from the parishes which were to participate in that grant was, that a medical officer should be employed on salary, that he should have a fixed salary, and that that salary should be such as would entitle the parochial board to require him to attend all paupers residing in the parish, whether chargeable to other parishes or not. If you do not do that, you have an amount of accounting between the parishes of small sums which it is almost impossible to adjust, or you have this greater evil, that the pauper is neglected. He cannot get the assistance of the parochial surgeon of his own parish to which he is chargeable. If he gets the assistance of the surgeon of the parish in which he resides, to be paid for by his own parish, that constantly leads to disputes, and accounting which there is no end of; therefore having the Parliamentary grant to distribute, when a parish was called upon to appoint a medical officer with a fixed salary, who was to perform that duty, we giving them as much assistance as Parliament enabled us to give them, we thought that we were imposing no hardship upon them in requiring them to give such a salary as would enable the medical officer to do his duty. Now, as to the complaint of any medical officer, all I have to say is this, that those are the duties which he undertook to perform in consideration of his salary, and what he now wants is to get a remuneration in addition to his salary for the performance of a part of the duty covered by his salary.

1621. It resolves itself merely into a question of the quantum of remuneration?—Yes.

1622. Is there any rule adopted by the Board of Supervision refusing to allow medical officers to act as inspectors also?—Some parochial surgeons have acted as inspectors, but we put a stop to it; there are a great number of occasions in which the medical officer is a check upon the inspector. A question, for instance, arises as to whether a person is disabled or not. When we want to satisfy ourselves whether a person is really disabled, or to what extent he is disabled, we call for a certificate from the medical officer, which may be in direct contravention of the statement of the inspector; but if the medical officer and the inspector are the same man we have no hold upon him.

1623. *Solicitor General for Scotland.*] He would concur then?—He would concur. We, therefore, in the interests of the poor, thought that it was necessary to disjoin those offices.

1624. *Chairman.*] I believe that you have turned your attention to the administration of the Poor Law in foreign countries; and that there is a report of yours on the system of the Poor Law in Holland in one of the reports of the Board of Supervision?—There is a report on the pauper colonies in Holland, which I visited for the purpose. That is in the appendix to the Eighth Annual Report of the Board of Supervision. At that time there was an impression amongst a number of intelligent men in Scotland, that the cost of maintaining the poor might be considerably reduced by employing the less disabled of them in agriculture, and the pauper colonies of Holland were cited as proof of it. Taking my autumn holiday, I resolved to go over and exami e the pauper colonies for myself. The late Lord Dunfermline was then Envoy at the Hague, and through his influence I obtained every official facility

facility for a complete investigation of the whole system of the pauper colonies. The result I laid before the Board of Supervision, in the shape of a report which was printed in their appendix, and since that report appeared I have heard no more of the question.

1625. Mr. *Miller.*] What year was that report?—The report is dated August 1853; at the end of it there is a short summary of the results, which I may read: "The results that may be deduced from the experience of the free and pauper colonies in Holland appear to be, 1st, indigent families can rarely be made self-sustaining, by providing them with houses, land, and all that is necessary for its cultivation, and for their own maintenance until they are able to support themselves. 2nd, children brought up in the families of persons who are maintained by charity, though well educated in excellent schools, rarely become self-sustaining, if there are means of subsistence provided by public or private charity on which they can fall back. 3rd, of all the branches of secular education for the working classes, the most important, both to the community and to the individual, is that which teaches self-reliance. 4th, paupers, even when able-bodied, cannot be made to contribute to their own support by employing them in agricultural labour on land belonging to the body which undertakes to maintain them; but, on the contrary, the attempt so to diminish the cost of maintaining them tends to augment it. 5th, paupers can be more advantageously employed in manufactures and handicrafts than in agricultural labour; but it is doubtful whether the price obtained in the market for the produce of their industry, after deducting expenses, will diminish the charge for their maintenance. 6th, the combination of agricultural labour with manufactures and handicrafts leads to similar results. 7th, the moral effects of the system pursued in the pauper colonies of Holland do not appear more satisfactory than those obtained from the systems adopted in other countries."

1626. I believe you have some knowledge of the administration of the poor law in Switzerland, in the Canton de Vaud?—Yes, in the Canton de Vaud, which is a Protestant canton. In the year 1834, from the extreme pressure of the poor rates on the resources of the country, there was appointed a Commission to examine into the administration of the poor law in the Canton de Vaud, and the report of that commission is one of the ablest documents upon the administration of poor laws that I know in any language.

1627. Mr. *Loch.*] Is the rate there levied upon real property?—It is peculiar there. At the Reformation, the Canton de Vaud, being a Protestant canton, when the religious houses which had previously existed were broken up, a certain portion of their landed property was set aside for the maintenance of the poor. That land has considerably increased in value, and the proceeds of that land are known under the name of the *bourse de pauvres.* The deficiency (for it was soon found that that was not sufficient to supply the wants of the poor) was made up partly as amongst ourselves by church collections and voluntary contributions, and partly by a rate upon the municipality of the district.

1628. *Chairman.*] What was the result of that inquiry?—The result of it was that the law in the Canton de Vaud had not distinctly given to paupers a right to demand relief, and the Commission recommended that that right should not be given. It did not recommend that the relief should be interrupted in any way, but it recommended that there should be no legal right given.

1629. *Solicitor General for Scotland.*] I understand you to say, that after the long experience you have had, you are satisfied with the constitution and working of the Board of Supervision?—Certainly. I have much reason to be satisfied with it.

1630. Have you ever heard it suggested, as an objection to the proceedings of the Board, that they were in private, without publicity; I mean without admitting reporters?—On two occasions requests were made to the Board of Supervision to hear counsel and admit reporters. The question was very carefully considered (that was in the earliest part, in the first year of our work), and we came to the conclusion that it would be utterly impracticable for the Board of Supervision or for any Board to get through the more important work which we were required to perform if we admitted anything of the kind.

1631. These were individual applications in two particular cases?—Individual applications; one was an application from an association in Glasgow, and the other from an agent in Edinburgh.

1632. Then you have not heard it suggested that, as a rule, reporters ought to be admitted to your proceedings?—Not at all; on the contrary, I think we have never heard of that since the first year of the formation of the Board.

1633. I am not making a suggestion as indicating any opinion of my own; quite the contrary; but I suppose you would not think it a good one if I did make it?—If it had been resolved that such a course should be pursued, I think I should have considered whether I should have remained at the Board of Supervision.

1634. Have you ever heard it suggested as an objection to the Board, that it is unlike the Poor Law Board of England in this respect, that the president thereof is not an officer of the Government and a Member of Parliament?—An officer of the Government he is; he holds a commission from the Crown. A Member of Parliament he might have been, if I had not considered it inexpedient. The proposal was made to me; I considered it inexpedient; I thought that if the chairman were a Member of Parliament, one of the consequences would naturally be that he should go out with one Government and be succeeded by a new man, and there would be a continual fluctuation in the head of the Board of Supervision. I therefore declined a proposal that was made to me, upon the ground that it would be injurious to the working of the Board, which I had a fatherly regard for, having been at the foundation of it.

1635. You rocked it in its cradle?—Yes; I declined the proposal, upon the ground that I considered it would be most disadvantageous to the administration of the poor law in Scotland.

1636. I understand that to be your opinion now?—It is my opinion. The grounds of my opinion remain the same, and I am as distinct and firm in that opinion as I was at that time.

1637. Then you are of opinion that the well working of the Board would be injuriously interfered with by making its proceedings public, and admitting reporters?—I am.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

1638. And you are also of opinion that it would be injurious to the Board if the chairman thereof should have a seat in Parliament?—I am of that opinion.

1639. Sir *Edward Colebrooke.*] You have not, in the administration of the Board of Supervision, experienced anything like the difficulties which the original Poor Law Board of England experienced in working out the law?—Well, I suppose not.

1640. You, of course, are aware that the difficulties in which they were placed in contending against public opinion, led to the necessity of their being represented by an officer of the Government in Parliament?—Yes.

1641. *Chairman.*] But though you may not think that the chairman of the Board should be in Parliament, do not you think it might be an advantage that there should be some direct representation in connexion with the Government on the Board, as an *ex officio* member of the Board, for the purpose of representing it in Parliament?—I think it has rarely happened that we have not had some of our members in Parliament; I think, generally, one or two of them have been in Parliament.

1642. That is accidental; but I mean, would you not think there should be a part of the civil administration which should, *ex officio*, be connected with the Board?—I do not know that that would be an advantage.

1643. Mr. *Orr Ewing.*] Did you find members of the Board who were Members of Parliament more efficient than the ordinary members?—I am afraid that I cannot pay Members of Parliament so great a compliment as to say that I did.

1644. Is it not the case that disputed settlements are not only a source of considerable expense and litigation, but a source of annoyance to the pauper?—I do not think the pauper suffers much from the fact of settlement being disputed, because a pauper remains where he is till his settlement is declared; he remains in the parish in which he receives relief, and cannot be removed from it until his settlement is admitted or ascertained, and then he is removed to the parish in which his settlement is found to lie; but he cannot be removed twice.

1645. Then, as to the expense?—At one time, when questions were unsettled, the expense of litigation was considerable; but at this moment the expense of litigation, according to the return which I gave you, has, for the average of the last three years, been considerably less than one per cent. upon the total expenditure.

1646. But is it consistent with your knowledge that frequently small parishes suffer a wrong, because of the expense of going into court?—I think it possible that such cases may occur. Where the expense is small I think they would rather, perhaps, receive a doubtful case. If they were sure of their case they would not; but where the case is doubtful they rather submit than run the risk of being nonsuited.

1647. Do not you think that it would be an improvement if all disputed settlements were left for final decision to the Board of Supervision?—I would rather that you put that question to the gentlemen who would have to undertake that work.

1648. If you were in his position what should you think?—I should have been very reluctant to undertake it; I thought I had quite enough to do without that, and you have multiplied the labour of the Board of Supervision, since then, to such an extent that I doubt very much whether it would be possible for the head of the Board of Supervision to devote to the administration of the Poor Law, the kind of attention that has hitherto been devoted to it, and to undertake also to guide the Board in all these questions, besides sanatory matters.

1649. Will you have the goodness to answer the question, with reference to the benefit to the country, rather than with reference to the labour that would be thrown on the Board of Supervision?—The benefit to the country would depend upon the way in which the work was done. If, by reason of the Board having already enough to do, it was not well done, it could not be a benefit to the country.

1650. Is there no way in which the working power of the Board of Supervision could be increased, so that such cases should be included within their jurisdiction?—If you had additional members imported into the Board for that purpose, no doubt it might be done.

1651. Do you think it would be an improvement?—I do not know that it would be an improvement. It was very much urged upon me at one time by a gentleman whom we all knew, the late Lord Murray; he was very strongly in favour of that arrangement, but I did not see my way to it.

1652. I think you stated, when examined on the last occasion, that you thought that Glasgow was too large a city to be combined in one parish?—Yes, I have that feeling.

1653. I presume that you meant as to management?—I meant as to management.

1654. Do you not think that it would be an advantage that the three parishes you have mentioned should be combined in one parish, as to the area of taxation?—I have not considered that question so as to be prepared to give a decided answer to it. I should object to the area of taxation and the area of management being different.

1655. Would it be impossible to combine the management of Glasgow in one parish, having three divisions for management, as they are just now, but one area of taxation?—If you make a combination of the three parishes of Glasgow, you will have one area of taxation and you will have one area of management; you cannot have a separate management without some central control of the union; you cannot leave each of the three divisions to do exactly what they please; there must be some central power, which will give unity to the action of the three portions.

1656. Is it not a fact that in cities such as Glasgow, the wealthy portion of the community go principally to live in one district; one parish?—Or in portions of various districts.

1657. In Glasgow, especially to the west, which reduces the taxation in that parish and leaves the poorer portion of the city where the poorer people live, to a higher taxation?—That undoubtedly does happen.

1658. Then, it would be an advantage to have Glasgow combined as one parish for the assessment of poor rates?—It would be an advantage, in as far as it would tend to an equalisation of the rates, but if you are to disjoin the chargeability and management, I think that objectionable. If, on the other hand, you are to have the same area for taxation and management, I think your area for management is too large.

1659. I thought

1659. I thought you admitted that it was possible to combine parishes for taxation, simply?—It is possible, but it requires some central body which shall control those local bodies, but then that produces unity of management as well as unity of taxation.

1660. Would not such a combination also have a good effect upon the law of settlement?—It would be an advantage to the pauper, and especially to the Irish and other strangers among the poor, in facilitating their acquiring settlement in Glasgow, because, then, instead of failing to acquire settlement by changing from one parish to another, their right of settlement would not be affected by such a change.

1661. Mr. *Anderson.*] Could the union not be limited to settlement without embracing either management or taxation?—I do not know that. I have not considered the question of disjoining these things.

1662. Mr. *Orr Ewing.*] What do you think of the present law in the case of a pauper who may have spent all his days away from the parish of his birth, and, failing his being able to prove a settlement in the parishes he has spent his life in, he falls back upon the parish of his birth?—I think that it is necessary to secure that a pauper shall, in all circumstances, have a settlement somewhere, and probably a settlement by birth is, upon the whole, the best ultimate settlement you can fall back upon, failing of other settlements. No doubt it does happen in some instances that it falls with hardship on individual cases. It falls hardly on individual cases, not merely in respect of the individual himself, but in this way: a man from Shetland, we will say, comes to the south of Scotland, there marries, and dies without having acquired a settlement in any parish; his widow becomes chargeable to a parish in Shetland, where she has never been in her life, and the parish of Shetland immediately requires her to remove to the parish which she is chargeable to. That case has occurred. I only know one such case, but it has occurred, no doubt, in other cases.

1663. Would it not be an improvement in the law to give a pauper a settlement where he has been working for five years?—He is entitled to a settlement in any parish where he has been working for five years.

1664. But he loses that settlement if he leaves it for one year during the next five?—Yes.

1665. Would it not be an advantage that he should revert to that parish where he had a settlement for five years?—That is a question of whether it is right that he should lose the settlement in the way in which he does, and I think that that is a matter which is worthy of consideration whether he ought to lose his settlement, at all events, until the expiration of the five years. The way in which I look at it is this: a man has lost his settlement, he may lose one settlement gained by residence before it is possible for him to acquire another; if he is one year and a day absent from the parish in which he has acquired a settlement by residence, he will lose that, because, it is impossible for him to be less than one year absent for the next five years; he has not yet had time to acquire another settlement. I should have no objection to such a change in the law as entitled a man to keep his settlement acquired by five years' residence, until five years had expired from that time, which would enable him to acquire a settlement elsewhere, because I think there is a hardship in depriving him of the settlement he has acquired without allowing him time to acquire another.

1666. But the hardship is still greater upon the parish of his birth, is it not?—Yes, the hardship is greater on the parish of his birth, but you cannot work anything of that kind without producing hardship; there must be hardships in individual cases.

1667. Do not you think that it would be an improvement, that once a pauper has obtained a settlement in a different parish from that which he was born in, he should have no further claim upon the parish in which he was born?—Then you must do away with all loss of settlement, because I object to a pauper being without a settlement to fall back upon in every case and circumstance. I must be assured that the pauper has a settlement somewhere.

1668. I presume that the reason for having made the law as it is, was the difficulty of proving a settlement in any other way in comparison with the case of proving where he was born, but that difficulty is removed now by the fact that almost all people are now registered in every parish, and therefore the difficulty of proof there is entirely at an end?—The difficulty of proving a birth settlement is diminished.

1669. And also of proving the residence, every householder being registered?—Yes, but a great number of workmen are not householders.

1670. Mr. *Miller.*] The difficulty is greatly reduced by that, but still there would be a difficulty?—Yes; one thing I am quite decided about, and that is, that I would concur in nothing which would run the slightest risk of leaving a pauper without a legal settlement somewhere.

1671. Mr. *Orr Ewing.*] You stated that the pauper class was better off at present in respect of medical relief than the labouring men?—Yes.

1672. Do you think that that is a good state of matters?—Well, I think it is a state of matters that necessarily results from your providing medical relief under regulations for the one and not for the other.

1673. But would it not be a benefit to the country, and not any disadvantage to the parish, that in the case of a labouring man who may be able-bodied, and able to support himself in every other way, but not able to pay for medical relief, the inspector should have power to grant him medical relief as a means of saving life, and so saving an increase of pauperism in respect of those dependent on him?—I suppose you mean without being thereby pauperised or held to be a pauper. I think I should not have the slightest objection to that, provided that you can find the funds to pay the medical men.

1674. It surely is better that a parish should pay for relief than that a labouring man should lose his children, or, perhaps, lose his own life, and his family become a burden on the parish?—That may be, but it would be a very large addition to the cost of medical relief, and where is it to come from; is it to be raised by the rates from the parish?

1675. We are not exactly a Committee appointed for economy, but to consider the best course to adopt?—I understand that; but when I am asked to approve of a proposition or to give an opinion in reference to a proposition, I must look to the possibility of carrying it out.

1676. I wanted to get your opinion as to the effect it would have upon the population of a

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

parish, whether it would be for the benefit of the labouring population of the parish or not?—I have no doubt at all that it would be for the benefit of the labouring population of a parish, as a great many other things would be for the advantage of the labouring population. If you would provide them with midwives and with many other things, it would be no doubt an advantage to them.

1677. I would qualify the question by saying, would it not be a benefit to them, without being injurious to any portion of the parish?—It would be a question of the cost, because people consider it very injurious to them to put your hand into their pockets.

1678. *Chairman.*] It would be, practically, a great system of out-door ablebodied relief?—Yes.

1679. Sir *Robert Anstruther.*] With regard to clause 36 of the Act of 1845, as to classifying, you said that the Board had the power of exercising a pressure (I think you did not put it stronger than that) to adopt this 36th clause?—Yes.

1680. I do not see that in the clause?—There is nothing of that in the clause; it depends upon this, that the Board of Supervision having the power to approve or disapprove of the mode of assessment resolved upon by a parish, withhold their approval until the classification is adopted.

1681. Have you not had complaints of its not being adopted in some parishes?—I think in all parishes in which the Board have considered it expedient that there should be classification, they have declined to approve of the mode adopted by the parochial board until classification was agreed to. If you look to the proportion of the parishes in which there is classification, you will see that the number is considerable.

1682. It says, in a circular letter of the Board of Supervision of the 10th of December, that there are 172 parishes in which it is now in operation?—Yes. You must keep in view that where property is of one denomination, where it is all land used for agricultural purposes, there is no room for classification; it is only where there are occupations for a diversity of purposes that there is room for classification. In those mixed parishes, which partly contain small towns or villages, there may be room for classification, but not where the villages are small; therefore the parishes in which classification is enforced are those which have a certain extent of town population and a certain extent of country population; or in reference to railways, mines, fisheries, shooting, and things of that kind, which are of a different denomination from the rest of the rateable property in the parish.

1683. Mr. *M'Lagan.*] With regard to granting a retiring allowance to inspectors, have the parochial boards the power to do that?—They have not; and I have been for three years, before I left the Board of Supervision, continually urging the passing of an Act for Scotland, similar to the Acts which have been passed for England and Ireland, authorising the parochial boards to grant retiring allowances to inspectors. The Act which I proposed, and urged upon the present and the late Lord Advocate to bring in, was identical with the English Act, merely changing the terms to adapt them to the Scottish nomenclature. But a difficulty was encountered in regard to it. Mr. Childers, who was then Secretary of the Treasury, required that there should be a clause in that Act, forbidding a retiring allowance to an inspector at a higher rate than the scale of retiring allowances fixed for the Civil Service. I objected to that as inapplicable to the circumstances; but more on this ground, that as there was no such clause in the English or Irish Act, I saw no reason why such a clause should be introduced into the Scotch Act. I said that if he modified the English and Irish Acts in that sense, then I should no longer object to the introduction of a similar clause into the Scotch Act; but that I objected to the Scotch Act being singled out for a restriction which was not imposed upon the parochial authorities in England or Ireland.

1684. Mr. *Hamilton.*] Will you kindly explain what the system of classification is on which you have been examined; it is no question of deductions on assessments, is it?—No, it is this. The 36th section of the Act permits a parochial board to classify occupancies, and to impose a different rate with reference to the purposes of the occupation.

1685. Varying how far?—There is no limit to the variation; but that must be approved by the Board of Supervision as a part of the assessment.

1686. And in practice, what sort of difference is it?—In practice it is this: take the case of a partly urban and partly rural parish. The assessment upon dwelling-houses, we will say, is at the full rate; the assessment upon land occupied for agricultural purposes is generally one-fourth of the rate; and I endeavoured to explain on Tuesday, when I was examined here, the way in which that worked.

1687. If you think that the control which the Board of Supervision has over medical men, partly paid by the Crown, is advantageous, would it not be desirable to make that control universal?—I think it would be advantageous. The Act did not give us the power, and we obtained the power by making a bargain. We put it upon this footing. Having Government money to distribute, we said, "We must be satisfied that the Government money is not misapplied to unfit persons; and we, therefore, require that we shall have the power of dismissing a medical officer if he is found incompetent or unfit."

1688. You would rather see that control universal?—I think it would be an advantage that it should be universal.

1689. Mr. *Miller.*] As to this question of classification, unless a matter is stirred in by the parochial board I imagine that the Board of Supervision will not interfere with it?—I do not think that I can say exactly that. If the circumstances of a parish are such as, on the face of it, to indicate the necessity of a classification, we should communicate with the parochial board, and ascertain their views, and come to a conclusion as to whether it was desirable to enforce the classification or not. In most cases the question is raised at the parochial board, and the persons who feel themselves aggrieved, for instance, the agricultural tenants feeling themselves aggrieved by the imposition of an equal rate upon a dwelling-house and a farm, send up a representation to the Board of Supervision.

1690. That brings me to another point: can the tenant make himself heard at the parochial board?—In the first place, a great number of the tenants are elected members.

1691. In some parishes it is so?—In some parishes they are; and, moreover, the interests of

f the proprietors and the tenants, in respect of hat question, are identical.

1692. But I could instance a parish with a retty large urban population where, probably, ne members of the board in the village or town ould stand as ten to one against those in the ountry, and the valuation in the village very nall compared with the valuation in the country; f course, a question of that kind stirred, the nded proprietors have no chance at all, because ne village people outvote them entirely?—Yes.

1693. Supposing they were to do so, would uch a case as that be open to the Board of Supervision to interfere and see justice done between all parties as to the matter of classification?—Undoubtedly if a single tenant were to represent to the Board of Supervision that an injustice as about to be done to him, the Board could terfere.

1694. Or that an injustice has been done to im?—Well, it has not been done, because the ssessment cannot be carried out without the ssent of the Board of Supervision; they cannot npose the assessment without having received ne consent of the Board of Supervision. The oard have, therefore, a sufficient power, I think.

1695. With reference to the question of the ected members: the occupiers, I understand, ay half the assessment?—They do?

1696. Would it or would it not be right, in our opinion, that the tenants should be represented of themselves, without being elected in the nall numbers in which they are now elected?—do not know that. What tenants would you ut? What would be the qualification?

1697. Take a twenty-pound, or a certain limit, y sum that may be thought reasonable?—I ink that in most parishes, as far as I know, here there are considerable tenants, several of ose tenants are very generally selected as ected members. Then it must be remembered at the Board of Supervision have this power; r the purposes of the election they can divide parish into districts, and appoint the number of ected members to be elected in each district, nd over and over again the Board of Supervion have divided the parish into districts for the rpose of giving a separate representation to e agricultural portion of the parish as distinuished from the town population of the parish.

1698. That is, I suppose, in large populous rishes?—Not necessarily so; in very extensive rishes we have frequently divided them into stricts for the sake of convenience; and we ve also, as I was explaining just now, divided rishes into districts having a certain number latively to population elected in the rural porn of the parish as one district, and a certain mber with reference to the population elected the burghal portion of the parish; so that ere is the power of affording that protection to e agricultural or burghal tenants as it may ppen.

1699. You do not think that they ought to ve the power of appealing to the parochial oard?—I think that it is better to leave it as it is an to give the tenant, *quà* tenant, that power. he proprietor has no power to sit as a tenant, nd I do not think that that would work well.

1700. There were a great many questions put you about making bondholders subject to ssessment?—That is a question on which I deline to enter; it is a question involving so many gal considerations and consequences.

1701. Would not this be the position of things: money generally is understood to be in the market at a certain value, say 4 per cent; if the poor-rates were put upon the bondholders, would those lending the money just add so much to the rate per cent., so that it would come, as it is now, upon those borrowing the money?—Yes.

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

1702. *Chairman.*] That is not our experience in the income tax; levying the income tax upon the bondholder does not raise the rate of interest, does it?—That is a question which I do not pretend to enter into.

1703. Mr. *Miller.*] There is another question I have found some difficulty about; in some places the returning officer of the elected members is the inspector, is he not?—He generally is.

1704. Do you think he is the proper returning officer?—Well, he is a returning officer whom we can keep in order, and we can punish him if he makes a false return; we can dismiss him.

1705. I have heard complaints, for instance, of this nature; a certain policy of management has been adopted by the power of the majority of the parochial board; the inspector, generally, follows the same course, and that being so, he is more inclined to lean towards the election of members who would support that policy than towards the election of others; is that your experience?—We have had no complaints upon the subject, except in one or two instances. I think we dismissed one or two inspectors. One inspector we dismissed, because he had made a false return, although we had very good reason to believe that it was done rather from carelessness and negligence than from any malice or intention. But with reference to that subject, there is one point on which I think there might be an improvement. The Board of Supervision have the power to frame rules for the election of managers in burghal parishes and combinations, but they have no power to frame rules for the election of members of the parochial board in parishes that are not burghal or combined. We did issue what are recommendations, but not rules. I think it would be an advantage that the Board of Supervision should have the same power of issuing rules to regulate elections in parishes, not burghal or combined, that the Act gives them with reference to burghal parishes. We cannot enforce; we recommend; and hitherto we have had influence enough to get our recommendations pretty well attended to. But I think it would be better if the Board had the power to issue rules which, having been approved by the Secretary of State, would have statutory force.

1706. I think that you recommend, as I gather from your evidence, that it would be an improvement as keeping down pauperism to almost force people into poorhouses?—Not to force them into the poorhouse. I am against the oppressive use of the poorhouse. I do not think that it is wise, and I do not think that it is right; but I am for a more frequent and stringent use of the poorhouse than is general in most of the rural parishes that have poorhouse accommodation.

1707. It is more expensive, I presume, in the poorhouse than out?—The maintenance of the individual pauper costs more, but his being there probably keeps two or three out.

1708. Sir *Graham Montgomery.*] The Bill which has been introduced by the Lord Advocate, and which passed the second reading last night, for amending the Poor Law Act, does not interfere

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

interfere with this power of classification, which rests with the Board of Supervision, does it?—I have not seen the Bill.

1709. I thought, in all probability, you might have been consulted about it?—No, I was not; at least I do not know if I was. I may have indirectly given an opinion.

1710. With reference to the law of settlement, since 1845 a great deal of money has been spent by the different parishes in Scotland in contesting cases of law as to the law of settlement, and that has added very much to the cost of the administration of the poor law in Scotland: supposing that you were now to alter the law of settlement, I presume that the parishes would immediately commence a good deal of litigation amongst themselves, so as to define what the new law of settlement was?—That was exactly what I stated last time would be the case if you changed the law. We have had a great deal of litigation, and most of the disputed points have now been settled; and if you give us a new law, we shall have another course of litigation before the disputed points in it are settled. I have sufficient confidence in the ingenuity of my legal friends to suppose that you will hardly draft an Act in which they will not find some ground for action.

1711. Sir *David Wedderburn.*] Is it the case that in certain country districts local influence has compelled poorhouses, with accommodation amply sufficient for the whole district, to be erected for the use and at the expense of a very limited number of parishes?—I think there is one instance of that, but I believe it was effected under mistaken notions of what amount of accommodation was necessary. The poorhouse at Stranraer, for the Rhins of Galloway Combination was certainly larger than it ought to have been; it was erected on the scale on which it still is, in opposition to all the representations I could personally offer to the people who consulted me about it; they were determined to have a great big house in which they could put nearly all their paupers. They then extended their combination, took in fresh parishes, and still the house is a great deal too large; but that is the only instance, so far as I am aware, where there has been much over-building.

1712. Did not something similar take place in the case of Maybole Poorhouse?—No, I am not aware that anything similar occurred in the case of Maybole. Maybole had a very small poorhouse to begin with, and it was a long time before they determined to erect a larger and sufficient poorhouse. There was then some difficulty in forming a combination, if I recollect right, and some of the parishes that had agreed to join in the combination drew back. It was believed that their objections to join the combination would ultimately be overcome, and that they would join the combination ultimately, and I believe that the original plans which had been prepared for the poorhouse, in the expectation that they would join, or in the belief that they would join, were carried out; but I am not aware of any case in which there has been a deliberate intention to do otherwise than what was right in respect to the scale or erection of a poorhouse.

1713. No, not to do otherwise than what was right; but I asked the question I did, because I wanted to know whether (indeed you have alluded to the point before) you did not consider that in such cases as that compulsory powers in the Board of Supervision would promote economy as well as efficiency?—I think that a compulsory power, in exceptional cases of that kind, might perhaps be beneficially exercised; and yet I have some doubt even about that, because if you force a marriage you do not expect much happiness from the union.

1714. Is it true that in Scotland a person who is ablebodied but destitute, and travelling in search of work, can obtain no relief from the poor-law officers, and is liable to imprisonment if he solicits charity?—I do not know whether that is so; I think probably it is. The first part is true, that the parochial funds are not applicable to the relief of an able-bodied man, and the inspector therefore must refuse him.

1715. And if he begs he is liable to be imprisoned?—If he begs I suppose he becomes amenable to the laws against begging; but I do not know what those laws are very well; they appear to me to be a very lax kind of laws against vagrancy; as lax as have ever been made.

1716. I daresay you may have heard that in certain English counties a sort of passport system has been adopted, under which food and shelter are given for one night to any applicant on his producing a paper dated, which proves that he has travelled a certain number of miles within a certain time from the last place where he obtained relief; do you think that such a system might be advantageously applied to Scotland?—I think that system liable to the greatest abuse. There was a system something analogous to it prevailing in Scotland when the Board of Supervision was first formed; there were passes given by all kinds of persons, and we were obliged to entreat the sheriffs, and others who were in the habit of giving those passes, to desist from giving them because the abuse became intolerable, and I should be very much afraid of that still. I did not know that that was the case in England, but I should look at it with jealousy.

1717. *Chairman.*] Does not the Board of Supervision insist on every parish providing a house of refuge in the parish itself?—For sick poor.

1718. Mr. *Orr Ewing.*] Not for vagrants?—We have not insisted on their providing accommodation for vagrants, but we have insisted on their providing accommodotion for sick casual paupers, strangers who may pass through the parish and fall sick; and that was done in consequence of our finding that, when infectious diseases were prevalent, it frequently happened that a poor creature was taken ill in the parish, and no one in the parish would allow him to enter the door of his house.

1719. You do not remember its coming to the ears of the Board of Supervision that these houses were almost nightly occupied by vagrants?—I think it is very possible that they may use them in that way when they are not used for sick persons.

1720. You never knew any man imprisoned in Scotland because he was a vagrant?—No, I cannot say that I have known any man imprisoned; I have known men who were vagrants challenged by the police.

1721. Mr. *Crum Ewing.*] Then, practically they are more likely to find their way to these places of refuge than to be taken to prison?—Yes. I know that they are challenged and taken possession of by the police; what the police do with them I do not know. But our vagrancy laws are not what they ought to be, that is the short of it.

1722. Mr. *Ellice.*

1722. Mr. *Ellice.*] I do not think you have been asked whether you agree with an opinion given by your colleague on the Board, who was examined before you, as to the advantage of extending the liability to support relatives collaterally?—Well, so many instances have occurred of flagrant misconduct, as I must call it, on the part of collaterals, that if the power were used with discretion, I really think there ought to be some power of compelling collaterals to contribute to the relief of their relatives.

1723. In fact, you think there ought to be a moderate extension of the present liability?—Yes; I think so in the case of brothers and sisters, certainly, children of the same family. There have been some most disgusting instances of the conduct of brothers in cases of that kind. Whether it would be prudent to extend it to uncles and aunts I doubt; but I really think that a man in good circumstances who allows his brother or sister to fall upon the parish or starve ought not to escape.

1724. With regard to the expense to which parishes are now put by the litigations on disputed settlement, you have stated that most of those cases are already decided, and that most likely the litigation would be very much diminished in future time, but that if any alteration comes in the law of settlement it is likely to lead to a new mass of litigation on the subject?—Yes, I think so.

1725. Have you any change to suggest in the present law which would be likely to lessen those expensive litigations, either as things stand now or in an altered state of things?—I do not think that you can expect to get the expenses lower than they have been for the last few years. I am glad that the question has been put to me, for I should like to explain myself on that point. You will observe that the column in our returns is not merely of litigation; it includes all law expenses; expenses of feu charters, for instance, when a ground is taken to build a poorhouse upon, expenses of drawing contracts and agreements; where money is borrowed, expenses of agency for that; it includes, in fact, all charges paid to limbs of the law. It amounts, on the average of the last three or four years, to considerably less than 1 per cent. upon the total sum expended. Now, I ask you, gentlemen, is there any one of you who for the same charges could get off for 1 per cent.?

1726. That may be very likely as a general rule, but in the cases of one or two parishes who may be engaged in litigation it may be a very different thing: what I am aiming at is, to ask your opinion as to whether there would be an advantage in giving the Board of Supervision more power than it has now to intervene in such cases?—A suggestion was made by a gentleman who was a long time a member of the Board of Supervision, and whose opinion I much respect, Lord Ardmillan; he thought there would be an advantage in requiring the parishes to obtain the consent or concurrence of the Board of Supervision before they carried a case to court. Now I think that might be done.

1727. Mr. *Fordyce.*] I think you stated your opinion, in answer to the Chairman, that the present poor law system has had the effect of creating a great amount of improvidence among the poor?—I think it has tended to foster improvidence, as every provision of that description necessarily must.

1728. Do you think that that opinion is reconcileable with the fact that the number of paupers has diminished in Scotland?—I think it is reconcileable with that fact. I think that the number of paupers has been kept down by the stringency of the examination into the particular cases, but that there is a greater desire to obtain relief and a greater readiness to ask for relief. A great number of people tell you openly, "Well, if the thing goes wrong, you know we have always the parish to fall back upon;" that is the sort of language one hears. I should say that that is especially the case in the Highlands.

1729. Do you think that the poor are as well attended to in unassessed parishes as in assessed parishes?—I am not prepared to answer that question with any confidence. I have not instituted a comparison that would enable me to determine that. I know some unassessed parishes in which they are very well attended to, but I cannot speak of the whole; I am not able to give a decided opinion on the whole.

1730. Do you think it would be correct to say that the average out-door allowance in Scotland at present varies from 2 *d.* to 4 *d.* a day?—I stated it last time from statistics; I think it amounts to something like 4 *l.* 6 *s.* per annum. Then you will remember that that is the allowance to each individual pauper; say there are five in a family; there goes into the family five times that amount.

1731. Do you think that aged and infirm persons unable to work can obtain reasonable sustentation for 2 *d.* or even 4 *d.* a day?—I would refer the Committee to a report by Mr. Smythe in the First Annual Report of the Board of Supervision. He was sent into the northern counties to investigate and report upon that very question, and he found to the great amazement of a great number of the members of the Board, old women living in apparent comfort on a shilling a week who had no house-rent to pay. If you sit down with a pencil and try to distribute the amount on which these poor people live weekly in such a way as to see what you would make of it, it is quite impossible (and every man who has investigated these things, must have found it impossible) to get enough for a livelihood out of it, but they do.

1732. Mr. *M'Lagan.*] Mr. Smythe stated in his evidence the other day that there is hardly any case of a pauper who does not get some assistance in addition to what he receives from the parish; is that your experience?—A great many have kind friends, relatives, neighbours; they are very kind to one another. No person who has not been amongst them knows how tender-hearted the poor are to one another.

1733. Mr. *Cameron.*] Do you suppose that the shilling a week you talked of just now was authorised by any parochial board in Scotland?—Certainly.

1734. Mr. *Fordyce.*] Do you not think that a legal claim for relief implies a claim for such relief from the poor-rates, independent of any other?—Undoubtedly it does; it implies what is described in your acts as needful sustentation, but only to the extent that is necessary to supplement the other resources of the pauper, from whatever quarter derived.

1735. Is the following an accurate classification of the inmates of a poor house: "Aged and infirm men and women, widows with two or more children,

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

children, women with two or more illegitimate children, orphans and deserted children, and fatuous lunatics"?—As to the last, the fatuous lunatics, there are a considerable number of them in poorhouses, but then they are in a separate compartment of the poorhouse. When the Lunacy Act came into operation, there was a great deficiency of accommodation for lunatics; several of the private asylums were suppressed, and the difficulty was to bridge over the interval until the district asylum could be built. In these circumstances I suggested that where it was practicable, a certain portion of each poorhouse should be set aside for the accommodation of lunatics until the district asylums could be built, and that this portion set aside for the lunatics should be detached, that is to say, should be shut off from the rest of the poorhouse, and should be entirely under the control of the Lunacy Board, the remainder of the poorhouse continuing to be under the control of the Board of Supervision. In that way there are lunatics in many of our poorhouses, but they are not under the jurisdiction of the Board of Supervision; they are under the same roof, but it is a separate house.

1736. Have they the same airing grounds as the other inmates?—They have airing grounds of their own; every class has a separate airing ground.

1737. Mr. *Ellice.*] They are in connection with the poorhouse in those cases?—This was a setting aside of a portion of the poorhouse to meet the difficulty of the moment; but the accumulation of the lunatics has been so much more rapid than the accumulation of district asylums that we have never been able to get rid of them.

1738. Mr. *Fordyce.*] I think you have stated that the great value of a poorhouse was as a deterring test for relief?—There are two or three things for which a poorhouse is valuable. A poorhouse properly managed and classified affords, in my estimation, the very best asylum for aged and infirm persons who have not friends to look after them. I think it is possible to make them, as far as regards their material comfort, far more comfortable in a poorhouse than they can be in their own wretched houses, and in all things in which they require assistance. I think it quite reasonable that the parish should afford that attendance in the poorhouse, and decline to afford it in their own cottages, because it is a very expensive thing.

1739. Do you think that the offer of the poorhouse is necessary as a test in the cases of aged and infirm persons, or widows?—It is not as a test that it is offered to them; the Act specifies the purposes for which poorhouses are to be erected; the terms of the Act are very distinct upon that subject: "And whereas for more effectual administering to the wants of the aged and other friendless impotent poor, and also for providing for those poor persons, who, from weakness or facility of mind, or by reason of dissipated and improvident habits, are unable or unfit to take charge of their own affairs, it is expedient that poorhouses should be erected in populous parishes." So that one of the original purposes for which the erection of poorhouses was contemplated was an asylum for the aged and infirm, and impotent.

1740. Would you not think the offer of a poorhouse unnecessary as a test in those cases?—Where the destitution and disability are not in any degree doubtful no test can be needed. Of course where you admit both the disability and the destitution there is no room for a test.

1741. I think you stated that there was a great objection on the part of the aged and infirm men and women to enter these poorhouses, and also that their cost was more expensive in the poorhouse?—They cost more in the poorhouse, but they are more comfortable in the poorhouse. They have the greatest possible objection in some parts of the country, more especially in the Highlands, to leave the most wretched cot; sometimes a cot that is in danger of tumbling upon them and crushing them, for the purpose of going even to another house, and most of all the poorhouse.

1742. But if the cost is greater, and these people object, do you think that they should be forced to go into a poorhouse?—Allow me to state some cases which have occurred. We have found aged and infirm people living in a state of filth and abomination that could not fail to be injurious to their health. Are you to leave those people there to live like pigs and brutes in those cottages, or are you to have them removed to a place where they can be treated like human beings? I am for the latter course.

1743. Do you remember any instance of a child brought up in a poorhouse turning out, either physically or mentally, fit to do anything for himself?—I am happy to say that there are very few of the children in Scotland brought up in poorhouses; almost all our large parishes board their pauper children out in the country; and if I had done nothing else during the time that I have been at the Board of Supervision but to encourage and promote that system, I should have been proud of it.

1744. Sir *Edward Colebrooke.*] Would you follow up that answer by stating the course you have taken generally in regard to the deserted?—All deserted children, all orphans, all children necessarily separated from their parents by the condition and character of those parents, are now for the most part in our large towns, and in many of our smaller towns, boarded out in the country in the houses of peasants; there is a special inspector employed to look after them; they are clothed by the parochial board; they are sent to school at the expense of the parochial board, and supplied with school books at the expense of the parochial board, and the result is the most satisfactory thing I have to report in respect to the administration of the poor law. With reference to that subject, I would refer to a report of a visiting officer of ours, a remarkably intelligent man, whom, in consequence of some anonymous communications, I thought it necessary to send to investigate the condition of the paupers boarded out in a remote part of the country, in the island of Arran. When we received these anonymous letters I said, "Arran is a long way out of our sight, there may be some truth in these representations," and having on that day received two anonymous letters on the same subject, that very afternoon I started Mr. Peterkin off for Arran, with orders to visit every house in which a pauper was boarded in Arran. His report of that visit I would refer the Committee to.

1745. In what year was that?—In 1862. The Seventeenth Annual Report, Appendix, page 3.

1746. Mr. *Fordyce.*] Do I rightly understand that, as a general rule, you are not content with sending children to be brought up in poorhouses?—I am not.

1747. Would

1747. Would you approve of orphan and deserted children being sent to industrial schools, and lodged with respectable persons willing to receive them?—I would like to know the constitution of the industrial schools, and the class of persons who are otherwise sent there. If the industrial schools are for the reception of delinquents, I wish to keep pauperism and delinquency as wide apart as I can.

1748. Would you have any objection to the use of the poorhouses being confined to those only who had no house of their own?—If a poorhouse were confined to their use, it would of course cease to be a test for anybody.

1749. Would it not still be useful as a test in the case of women with illegitimate children?—I have stated my opinion on that subject already in answer to some question that was put to me. I think it is the proper way of dealing with that class of persons; but that it will protect you against the multiplication of that class of illegitimate children, I am afraid I cannot say. I think it will not.

1750. If a woman with two or more illegitimate children is offered the poorhouse and refuses, is there any means taken by the parochial board to prevent those people becoming vagrants?—You cannot take any means unless by giving them out-door relief, which is exactly the thing I would not do.

1751. What becomes of such cases?—I suppose what becomes of them is that the woman works and maintains her children with the help of what she can get from the father of her children.

1752. Do not you think that such a course of treatment has a tendency to increase the number of vagrants?—I cannot positively say that none of them become vagrants; but I think that, as a general rule, they do not. I do not think that is the class who become vagrants.

1753. Are you aware that the return of Colonel Kinloch for last year, showed an increase in the number of vagrants of 12,000 over the preceding year?—I was not aware of that. I should like very much to see Colonel Kinloch's Report. I said that I doubted very much the increase in the number of vagrants; but I suggested that the information could be better got from Colonel Kinloch. I am quite sure, however, that that cannot be attributed to the rejection of claims for relief.

1754. Is it your opinion that the administration of the poor law system has had no tendency to produce that increase?—I think not; I think, on the contrary, it has had a tendency to diminish vagrancy; because I think if you were to refuse relief to persons now in receipt of it, a considerable number of them would become vagrants.

1755. If you offer them relief, and they do not accept it, do not they become vagrants?—If you offer them relief in the poorhouse, and they do not accept it, some of them may prefer vagrancy.

1756. And in that way the system may increase vagrancy?—It may, to a certain limited extent, but it is not to a large extent.

1757. Mr. *Anderson.*] Are paupers who are blind, or deaf, or dumb, treated in any way different from ordinary paupers, as a general rule?—Yes. That is a point upon which the Board of Supervision early took action. They have no power to compel the parochial board absolutely to send these persons to asylums suited to their circumstances, but they have had influence enough with the parochial boards, by pointing out the advantage it would be to themselves to induce many of the parochial boards to send the young who are subject to those afflictions to such institutions as will put them in the way, as far as practicable, of contributing to their own subsistence.

1758. They would get special instruction in those places?—Yes.

1759. Are there any district asylums for the reception of such paupers in the country?—No, there are not; and there has been some difficulty, especially with respect to the deaf and dumb. There is a very limited amount of accommodation for them; but a good number of our parishes have sent deaf and dumb children up to institutions in Edinburgh and in the large towns.

1760. Do you know the number of blind, and deaf and dumb paupers in the country?—No, I cannot state that.

1761. Is there provision for them sufficient, supposing that parochial boards generally were willing to send them to institutions?—I doubt whether the accommodation in institutions is sufficient.

1762. Then it would be desirable, you think, to have some district asylums?—I think it might be. And there is another class for whom, through private means, an asylum has been provided, who are not less worthy of attention, and that is children who are defective in intellect, but for whom a great deal can be done. There has been an establishment at Larbert set a-going for that purpose; the origin of that was the establishment at Baldoven, Sir John Ogilvie's place; that was the first that I am aware of in Scotland, and this one at Larbert has been added; and now there are a number of paupers sent to those establishments.

1763. Mr. *Miller.*] Those houses which you are referring to are kept by private subscriptions, I presume?—Those houses are kept by private subscriptions; and some of our parishes have taken advantage of them, for the purpose of endeavouring to put these unfortunate children in the way of earning a livelihood for themselves at some future time.

1764. And the parishes have a power to take advantage of them in that way?—The parishes have the power to afford relief in whatever mode is best suited to the circumstances of a pauper, in the same way that they have the power to provide medical relief.

1765. Mr. *Anderson.*] In the poorhouses there is no special instruction given to those patients?—There is no special instruction given to them in the poorhouses; but that class of children, as I have just now stated, are not brought up in poorhouses. Most of our pauper children are boarded out, excepting those who are residing with their parents. Those who are residing with their parents, those parents not being in the poorhouse, would, of course, themselves not go to the poorhouse. The orphans and deserted children are sent out to be boarded in the country, and some of those are sent to such institutions as we have been speaking of.

1766. We are informed by one of your colleagues that the Board of Supervision gives no instruction to its visiting officer to make any inquiry about paupers, with a view to know whether they consider themselves well treated in poorhouses; have you anything to say on that point?

Rt. Hon. Sir *J. McNeill*, G.C.B., F.R.S.

23 April 1869.

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point?—I think that since my colleague was actively engaged at the Board of Supervision there has been some change in that respect; not to the extent of calling upon our visiting officer to visit every pauper, that he could not do, but that on his visit to a parish he should, by visiting certain of the paupers, visiting those he may hear of as being ill off, and so forth, satisfy himself that there is nothing very wrong in the mode of administering relief.

1767. That is to say, he does not trust solely to the account of the inspectors now?—He does not trust solely to it. When he goes into a parish he comes into communication with a number of people; and I am glad to say that there are always members of the parochial board who are ready to point out anything that needs to be pointed out. The majority may not be carrying on the thing satisfactorily, but there are always individual members who object to anything wrong, and will point out anything with a view to have the case of the paupers considered and improved.

1768. In clause 80 of the Poor Law Act you have power, have you not, to punish those who desert their wives and children?—To prosecute; that is to say, the parishes have. The Board of Supervision has no power in that respect.

1769. That, I suppose, is over and above the civil remedy?—It is over and above the civil remedy; they are punishable by law as persons who have been guilty of a delinquency.

1770. But there is a civil prosecution also, is there not?—Yes, for the recovery of advances; but there is a *quasi* criminal prosecution for the punishment of the delinquent.

1771. *Chairman.*] That is subject to the condition which, I believe, has been found to render that clause not as effectual as it might otherwise be, that the husband or father shall be held able to support them?—If he deserts them he is punishable, because he does not contribute to the extent of his ability to their maintenance; he gives them nothing. He may say, "I am not able fully to maintain them." The answer to that is, "Then you are an applicant for relief; you are a pauper and you require assistance in addition to your own means to enable you to fulfil your natural and legal obligation for the maintenance of your family; that is the position into which you come."

1772. Mr. *Anderson.*] A good deal has been said about classification; that is arranged for by clause 36 of the Act, is it not?—Yes.

1773. Clause 37 deals with deductions?—Yes.

1774. Has the Board of Supervision heard of any great grievance attaching to that 37th clause about deductions?—That has been troublesome, the parishes have varied so much; they have tried by means of those deductions to arrive at a sort of unacknowledged classification. But, upon the whole, I am inclined to think that the best course is that which I understand is being taken, of raising assessment upon the full annual value, without deduction.

1775. *Chairman.*] You mean that there was a kind of double classification; first, classifying property under clause 36, and then again under clause 37?—Yes, it was so.

1776 And therefore you think it would be better to do away with the second classification altogether?—Yes.

1777. Mr. *Anderson.*] We were informed that a few years ago the Board of Supervision had sanctioned the erection of a new poor-house in Govan parish, although the debt on the old poor-house had not been paid; do you remember the circumstances of that?—I cannot charge my memory with the circumstances of the case; I think it is very possible that an arrangement may have been entered into (which I know has been done in other cases) by which the old debt was to be paid off, or was paid off.

1778. Not previous to the Board of Supervision giving their sanction?—We must have given it in ignorance then, but I think that it probably was arranged before we gave our sanction; this sort of arrangement has been entered into on more than one occasion; a debt has been contracted, and then it has been resolved to extend operations to raise a larger sum; by the terms of the Act, that could not be done until the original debt was paid off; certain public spirited members of the parochial board have become personally responsible to the bank for the money necessary to pay off the old debt, or whatever remained of it; and when that was done they were in a condition to make a new loan.

1779. But you do not know that it was done in the case of Govan?—I do not know; I cannot carry in my memory all the circumstances connected with all these cases.

1780. Sir *Edward Colebrooke.*] With regard to the pauper children, I understood you that the rule is practically universal now, of requiring all deserted or orphan children to be boarded out?—Almost universal; I must say that we have no positive authority to enforce that. It has been done by the exercise of influence on the parochial boards, by the goodwill of the parochial boards themselves, and by the perception in a series of years of its great advantage to the parish; what happens is this; the children are boarded out in the country, one, perhaps two, rarely more than three in a family; they grow up with the family; they are treated as members of the family; they acquire the habits and feelings of the persons amongst whom they are brought up; they see the struggles of the family to maintain their own independence; they see the kind of feeling that is entertained in reference to paupers; they acquire a sort of domestic attachment to the father and mother, or to the old woman with whom they are boarding, and they are well educated, and ultimately they melt into the population, so that you cannot find a trace of them, and they are not distinguishable from the people who have been brought up in independence.

1781. They are educated by the parish schoolmaster I suppose?—Sent to the nearest school; and anything more satisfactory than the working of that system, I have not to boast of in the administration of the Poor Law.

1782. You have had opportunities of following their history I suppose?—Yes; it was only a year or two ago that one of our poor little pauper boys carried off the silver medal at the parish school of Bonnyrigg, near Lasswade.

1783. Are fees paid to the schoolmaster in their cases?—There are small fees paid to the schoolmaster by the parochial board.

1784. I presume that an attempt is made for children, members of the same family, to be kept together?—Always, where there are brothers and sisters every effort is made to keep them together.

1785. With reference to those that are not boarded out in that way, I see by the last report in the Abstract of Poorhouses Returns, that out of 1,413 children who are inmates of workhouses, 829 are at school in poorhouses?—Yes.

1786. What provision is made for their education

tion under those circumstances?—There is a schoolmaster attached to the poorhouse.

1787. To each poorhouse?—To each poorhouse. There are one or two parishes; the parish of Falkirk is one, in which they have not boarded out their children to the extent that I should desire; and there are always a certain number of children in poorhouses *in transitu*, until they can find places to board them. Sometimes they remain a week, sometimes a month or more, until a suitable place has been found to board them at.

1788. Then there is another figure of 584 children who are entered as "out of poorhouse"; I presume that that means that they are taught out of the poorhouses?—That they go from the poorhouses to the parish school, or some school or other.

1789. That applies chiefly to country districts?—Yes.

1790. You do not approve of the system of having schools attached to poorhouses?—I would rather that no child were in any poorhouse. Every child that is brought up in a poorhouse is in heart a pauper. He has lived in an atmosphere of pauperism; he knows no other mode of life than pauperism, and on the first difficulty that he encounters in the world he comes back to the poorhouse as the only home he knows.

1791. In the barony parish I see there are as many as 167 children in the poorhouse?—Yes.

1792. And a very large number in the parishes of Glasgow and Govan: has it ever been under consideration to form district schools for large towns like Glasgow, similar to those that have been established in the metropolis?—I am not very fond of those schools.

1793. You are aware that under that system you escape from that evil of contamination to which you alluded?—Yes, I am perfectly aware of that. But I want a little more than that; I want my pauper children to mix with a better class of children if I can manage it; to pick up their ideas from a better class of people. I do not want to intensify their pauper ideas by congregating them together.

1794. I am speaking of that education in comparison with schools attached to the poorhouses; it would be preferable to that, you would say?—Yes.

1795. Do you think it would be possible, instead of having schools attached to the workhouses, that the children should be distributed in schools in the towns?—I think very often they are, except in very large poorhouses; I think they generally are sent out to school, and they are distributed in this way, that the children of parents belonging to the established church are sent to the parochial schools, and the children of parents belonging to the Free Kirk are sent to the Free Kirk school, if there is one; and they are sent to schools of different denominations according to the denomination of their parents.

1796. Are any efforts ever made by the managers of those schools to undertake the charge of pauper children gratuitously under the circumstances?—No, I think not; they go like other children, and their fees are paid by the parochial board. I want them to be as nearly on a footing with the other children in the schools as possible.

1797. You could not suggest any mode by which this evil existing in Glasgow, of the large congregation of pauper children could be remedied?—It is difficult to remedy the evil there; there are large numbers of Roman Catholic children there, and there is a great difficulty in finding suitable Roman Catholic families in which to place the children. To board them in Protestant families is objected to by many persons of their own church, and there remains no alternative but to retain them in the poor-house, and there give the clergy of their own denomination access to them.

1798. *Chairman.*] Looking at this return of children in poorhouses, I will take my own combination of Cunningham; I see it stated that there are 70 children who were inmates at school on the 1st of July 1868?—Yes.

1799. That means out of the poorhouse, I presume?—I suppose that they go to school out of the poorhouse.

1800. Do you suppose that they are resident in the poorhouse?—They may reside in the poorhouse, but I presume they go out to school.

1801. It appears from the return as if they were all resident in the poorhouse?—I dare say they are all resident in the poorhouse, but receive their schooling at the schools in the neighbouring town; that often happens, but the system of boarding out, as far as suitable persons can be found, is still going on increasing; I think the day is not distant when we shall have no children in the poorhouse that can suitably be placed out, and the sooner it comes the better.

1802. Mr. *Cameron.*] With regard to what fell from Mr. Fordyce, is it not the fact that poorhouses are only used as a test where there is reason to suppose that the applicant has relations who are able to support him?—No; there are cases in which you doubt the destitution of the man; a man comes for relief, you question whether he is really destitute, or whether he is so disabled that he cannot maintain himself, and you say to him, "You say you cannot maintain yourself; well then, there is a ticket of admission to the poorhouse, go there."

1803. But it is under suspicious circumstances that you offer the test?—Yes; under suspicious circumstances.

1804. And it is no hardship, because it is never used with old or infirm people?—With old people it is used in this way: take the case of an old woman who is bedridden, and who cannot look after herself, the parish have the choice of bringing her to the poorhouse, or of providing an attendant to reside with her. I think under those circumstances they can make her more comfortable in the poorhouse than an attendant can make her in her own wretched lodgings, and at less cost.

1805. You approve of test houses generally?—I approve of test houses generally; what I complain of is this, that although everybody admits the necessity of test houses as the general rule as a necessary protection from the abuse of the Poor Law, the moment you begin to apply your test to any particular individual, there is an outcry immediately that you are treating this poor creature with cruelty.

1806. *Chairman.*] Have you known instances of women going into the poorhouse for the winter, and going out again for the summer, and gaining a livelihood by selling goods?—Well, I do not think that the poorhouse is yet in Scotland so acceptable a dwelling as that people would prefer it.

Tuesday, 27th April 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Loch.
Lord Advocate.
Mr. Mackintosh.
Mr. McLagan.
Mr. Miller.
Mr. Arthur Peel.
Solicitor General for Scotland.
Sir David Wedderburn.
Mr. Parker.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. William Watson, called in; and Examined.

Mr. *W. Watson.* 27 April 1869.

1807. *Chairman.*] I believe you were for many years Sheriff Substitute in Aberdeen?—For 36 years.

1808. I believe you have taken considerable interest in matters relating to the poor laws?—I have.

1809. Will you state to the Committee your experience of the working of the law, as it has come under your knowledge?—In regard to the office that I held as sheriff substitute, I was required to determine all questions regarding a pauper's title or right to relief, and in that way I became acquainted with the general condition of the parties applying for relief.

1810. In what year did you first become acquainted with these matters?—I went in 1829 to Aberdeen, and at that time there was no regular poor law; the Amendment Act, as you know, was passed in 1845. I took a considerable interest in the general management of the poor, and in assisting to raise money for the support of the poor; but my attention was not so specially directed to the subject then as after the Poor Law Act came into operation.

1811. Can you state your experience of the effect of the change in the law; had you observed sufficiently the working of the law before 1845 to give the Committee any information as to the changes introduced by the new law in the condition of the people?—I do not think there was any change made in the condition of the people by the change in the law; the people were as well supported, as far as I was able to learn, under the old system as under the new.

1812. What effect has been produced by the law of 1845 upon the number of paupers, and upon their condition?—In Aberdeen it has tended very considerably to reduce the number of paupers. Prior to 1845, the numbers in the two parishes, I think, exceeded 3,000, and they gradually fell from 1848 down to about the present time, when, I think, the numbers in those two city parishes are about 2,000; so that there has been a considerable reduction in the number of paupers since 1845.

1813. In what way has the reduction been brought about?—I suppose the existence of the poor-house has had a considerable effect in that direction, and also the refusing of relief to parties who were before the Act, or prior to 1852, held entitled to relief; for instance, till 1852 it was generally believed that a woman with one child, a young child, an illegitimate child, for instance, was entitled to parish relief; but that was found in 1852 not to be the case, and the consequence was that there was a very considerable reduction in the number of paupers of that class.

1814. How soon was a poor-house established in Aberdeen; or was there one before the Act of 1854?—There was a kind of poor-house in one parish, but it was a miserable place; and after 1845, there was a large poor-house built in what we call St. Nicholas parish, and then after that there was a poor-house built for Old Machar parish, those forming the two city parishes for the city of Aberdeen.

1815. *Solicitor General for Scotland.*] Saint Nicholas is New Aberdeen, I suppose, and Old Machar, Old Aberdeen?—Yes.

1816. *Chairman.*] Then the poor-house was early applied in Aberdeen as a test?—To a very considerable extent.

1817. What size are these poor-houses; can you tell us at all the number that they contain, and the proportion of inmates there are in them?—I cannot state that now; they exceed 300 or 400 each; but I could not state exactly the number they contain.

1818. Are you aware of any complaints of the working of the poor law in that part of the country?—Do you mean complaints from paupers, or from ratepayers.

1819. We will take complaints from paupers in the first place; are you aware of such complaints?—The paupers applied to me in the first instance, when they were refused relief; and then when I ordered relief, they came to me complaining of the relief they got; so that I saw them first when they had been refused, and then I saw them again when the relief afforded had not been

to

o their satisfaction. When they applied first, of course they thought they were entitled to relief; and when they applied the second time, they thought that they had not got sufficient relief; and in that way, I believe, that there was a general dissatisfaction on the part of the paupers. And in regard to the ratepayers, they were also dissatisfied, because, while the paupers decreased, the rates increased; and most people in Scotland expressed the greatest dissatisfaction with the increase of pauperism.

1820. Then while the pauperism has decreased, the rates have been increasing?—Greatly.

1821. Can you tell us generally the proportion of applications made to you by paupers to be put on the roll, and the number of applicants you would make orders for; you did not always, I presume, agree to the application?—They had generally two or three paupers waiting almost every morning, either complaining of not having sufficient relief, or complaining of having been refused relief; and my general practice was to order the inspector to come to the court-house next day, and to have a discussion with him in the court-house as to the right of the pauper to relief; and then, if I said that I intended to order relief, he just admitted the pauper. The cases of that description were very numerous; but sometimes, when there was a doubt upon it, we had a kind of legal discussion, and there were papers ordered, and it became a sort of law plea. The number of those cases will be found reported in the Reports of the Board of Supervision.

1822. Taking the number who applied to you to order relief to be granted to them, did you always order relief, or what proportion, on the average, would get an order from you to be put on the roll?—I knew clearly the law as to the title of a party to relief; and whenever a party applied, having the condition that the law fixed, I ordered that relief in every case to be given. Suppose a person came to me, complaining of not being able-bodied, that is, being aged or infirm, then, if he was infirm, or even only aged, there was produced a medical certificate from the Board that the party was or was not able-bodied or infirm; and my judgment depended upon the evidence of the party I saw, and the medical certificate of inability, or otherwise; and whenever these two things concurred, I ordered relief.

1823. *Solicitor General for Scotland.*] What was the proportion of refusals?—I refused everybody that could not get a medical certificate.

1824. *Chairman.*] You cannot give us any proportion; whether you refused or admitted the greater proportion of those who did apply?—I could not say.

1825. Mr. *Armitstead.*] It rested very much with the medical certificate whether you ordered them to be put on the roll?—Entirely. I refused every one who could not get the medical certificate. The medical certificate required to be got from the medical man at the board, and he was sometimes very unwilling to give certificates, as I thought, and then I recommended the party to go to another medical man, because I thought he was very infirm; but other medical men were unwilling to give those certificates, and therefore it rested with the medical officer of the board.

1826. *Chairman.*] Did you find any difficulty in getting at the real truth of the matter, whether or not a party was deserving of being put on the roll?—In the first place, I saw the party applying; I saw him to be weak, disabled, or infirm, and a medical certificate was produced, and that satisfied me that I was compelled to order relief; I had no choice.

1827. It has been stated to us in evidence before that the tribunal of the sheriff is not a very competent tribunal to investigate these matters, and that very often the judge is deceived by appearances and by the stories of the applicants, and that very often people get orders to be put on the roll who ought not properly to be put on; is that your experience?—No; quite the reverse.

1828. Then you consider that the present system of getting on to the roll by application to the sheriff is satisfactory?—It is satisfactory so far as getting the pauper on the roll goes, but then my jurisdiction ended there; and it is very unsatisfactory to find that you have a right without having some means of carrying that right into effect; therefore I grudged my labour very much, finding that I had the power to say that a person was entitled to relief, and not the power to say what that relief should be.

1829. Do you think that the question as to who should be put on the roll might be satisfactorily left to the parochial board itself?—Clearly, if I were satisfied with the character of the parochial board itself.

1830. Are you satisfied with the constitution of the parochial boards, then?—I am not.

1831. In what respects are you not?—I do not think that the right persons generally are appointed to the parochial boards. In the towns the board is appointed by the ratepayers, and there is a great deal of anxiety now and then exhibited to get the charge of the poor; and it appeared to me that the right parties very often did not get to the management of the poor; and then in country parishes the heritors with 20 *l.*, with two or more representative members elected by the tenants, and the clergyman form the board; but the heritors very seldom attend; only perhaps one or two attend a parochial board in the country; and then the whole matter is managed by the inspector, and sometimes by the influence and direction of the clergyman. But generally parochial boards of the country, in my opinion, are not satisfactory for investigating really the case of the poor.

1832. Are you prepared to suggest any modification in the constitution of parochial boards to meet those defects?—I would return, as it were, to the old system, and make representatives from different congregations from the parochial board; for instance, we take a parish, we will say the parish of Inverury; it is a burgh town with a landward district attached. The paupers in that parish may be, we will say, about 40, and the expense of managing those 40 is about 50 *l.*; and there are four congregations, four religious bodies in that parish. I should represent to the parochial managers of that parish, would it not be much better, instead of spending 50 *l.* for managing these 40 paupers, to divide them among these different churches (there is the Established church, a Free church, an Episcopalian church, and a Roman Catholic church), and allot them to the different religious bodies; because I am satisfied that the management then could be cheap and efficient.

1833. You would have the board entirely elected from those church bodies?—Entirely.

1834. Do you think that the inspectors are

Mr. *W. Watson.*

27 April 1869.

satisfactory officers, as at present appointed?—There are good and bad inspectors; there are some I think very anxious to do their duty, and some very anxious I think to save themselves as much labour as they possibly can; I daresay, upon the whole, they are as good as you can expect.

1835. Have you considered the relation of the parochial boards to the Board of Supervision, and the working of the present system, and do you consider it satisfactory or otherwise?—I found that the Board of Supervision had no means of controlling the parochial boards; that is to say, if a pauper applied to the parochial board and got an allowance, that allowance was always held to be sufficient by the Board of Supervision, so far as I was able to discover.

1836. Then you think that the present system does not protect the interests of the pauper sufficiently?—I do not think it does.

1837. Have you any suggestions to make on that head?—No. I have stated already that if the parochial board were constituted in the way that I propose, I think that it would be perfectly satisfactory. It would be under the influence of public opinion. We found under the old system that the poor were generally maintained to their own satisfaction, and there were few complaints; and I apprehend that if these humane and religious elements were brought into play there would be general satisfaction, both to ratepayers and to paupers.

1838. In that event, what would you suggest as to the Board of Supervision; would you give them greater power than they have at present?—I am very unwilling to control parochial boards in the administration of the poor. I found that the Court of Session did not answer, and I think the Board of Supervision has not answered; and I do not know how such a court could be constituted in a way that would be desirable.

1839. Are the allowances to the paupers satisfactory?—I should think not satisfactory to the paupers, because I never could understand how a pauper could live on 2*d.* a day. I asked many people how it could be done, but they never could tell me.

1840. Is 2*d.* a day the average in Aberdeen?—Five shillings a month is the average, which is about 2*d.* a day.

1841. What was the average before this law of 1845?—Very much the same; there was very little difference.

1842. There has been no increase in the allowances?—There has been no increase in the allowances that I am aware of.

1843. To what, then, do you attribute the increase of expenditure?—To the sending so many to the poor-house. And then there has been a great increase of lunatics; that is to say, they have appeared nearly double since the poor law came into operation; they are very expensive. But the great increase is the expense of management, which is constantly going on increasing; it is not the money actually paid to the ordinary pauper that has increased, but the expenses caused by the poor-houses, and by the number that the lunacy law or the Lunacy Commission have brought into the field; they have raised them from about 3,000 to 6,000 within the last few years, I think.

1844. Do you think that there are persons sent to lunatic asylums who could be as well cared for, and more cheaply so, in the poor-house under the parochial board?—I think that a great number of people are sent to asylums now, and to the poor-house, that were formerly considered quite imbecile, and easily managed; they required no medical treatment, but anybody could manage them; and I think that they were kept there where they could be far better and cheaper kept.

1845. You say that the increased expenditure is to some degree attributable to the cost of maintenance in the poor-house?—Yes; because the cost of maintenance out of doors is 2*d.* a day, and it is 6*d.* in the poor-house.

1846. But you say the poor-house has had the effect of reducing the number of paupers?—I said it had prevented the increase of paupers; you will find that the number of paupers continues nearly the same from year to year.

1847. Do you find that the paupers object to going into the poor-house?—Very strongly.

1848. I understand you that you would alter the constitution of the parochial board, and remove the Board of Supervision altogether, and leave it to the local board to manage the paupers as they think best?—I would.

1849. Was not that the system which existed before the present law was passed, and which was found in some parishes to be unsatisfactory?—Men differ so much about what the proper allowance ought to be; one says that 2*d.* a day is enough; another that 3*d.* a day is enough, and another that 6*d.* a day is enough; and it must always be a question depending a good deal on the place the pauper is in; but we found that the poor in Scotland were supposed to be generally satisfied with the administration of the kirk sessions, and although many of them were poorly off, I think that they were just as well provided for under the old system as under the new system. I find the paupers just as badly off at the present day as when I went first to Aberdeen in 1829; the allowance was then about 2*d.* or 3*d.* a day; now, that is not increased in many parishes, and the Board of Supervision has no power of increasing the allowance fixed by the parochial board.

1850. But the question as to whether the allowance is sufficient or not is a matter within the control of the Board of Supervision?—They can say, "Give a little more," but the Board need not comply.

1851. *Solicitor General for Scotland.*] They can certify good cause of action in the Court of Session for an increased allowance?—Yes, they can; but that has never been done.

1852. *Chairman.*] Then you find, practically, that the allowances do depend upon the will of the parochial boards now?—I think they do; when paupers have come to me to ask what they ought to do when they had too small an allowance, as they thought, I have told them that they might go to the Board of Supervision, but I said that it was hardly worth while, because they would just get the answer "Refused;" if the Board of Supervision directed an increased allowance, the next thing was the offer of the poor-house; and that put an end to the claim of the applicant.

1853. *Lord Advocate.*] As to the pauper lunatics, is it your opinion that the condition of the lunatics in Scotland has been greatly improved within the last 10 or 12 years?—I am not aware of that.

1854. You have no information on that subject, perhaps?

erhaps?—I had the power of sending parties to lunatic asylum.

1855. Have you any sufficient experience of ne system of lunatics, under the Lunacy Board, o tell me whether it is, or is not, the case that ne condition of lunatics has been greatly im-roved within the last 12 or 15 years?—The unacy Board have considered that the lunatics equire a better maintenance than the ordinary auper, and their condition may be improved in hat way, and they may be held to be improved y taking them away from the country village nd putting them into an asylum or poor-house.

1856. But, upon the general question, have ou, or have you not, information to enable you o tell me whether there has, or has not, been a ery marked and remarkable improvement in the ondition of lunatics under the Lunacy Act?—I ave not observed it.

1857. Have you had information sufficient to nable you to judge?—I have all the knowledge hat could be acquired by a local judge in the own of Aberdeen, where I had a lunatic hospital o observe.

1858. Do you think that sufficient to enable ou to judge on the question?—Then, also, I saw ll the lunatics in the poor-house, and I found hat the lunatics were as well cared for in the unatic hospital as they were afterwards; but, on he part of the parishes, I think that they were not s well cared for as they are now, because, on ne occasion, I got information that a number of unatics, belonging to one of the parishes, were ept in the country; it was my duty to go and ee into it, and I found 10 or 15 imbeciles living n a small hut by the road side, superintended by a man and his wife, and the man had gone away o his work and left all these lunatics in the harge of the woman. I did not think that safe, nd very likely they have improved them so far; they transfer them from a place like that into the poor-house.

1859. You know the provision in the second Lunacy Act, for the licensing of wards in the poor-houses?—I do not know it.

1860. You say that there are imbeciles that used to be kept in private houses; are you aware of the last statutory provision on that subject, passed about six or seven years ago?—I could not say that I recollect the terms of it.

1861. Are you not aware that it is now competent to keep imbeciles and incurables outside the poor-house in private houses?—I understand that only one can be kept in any private house.

1862. That is the law now. Do you think that a desirable thing, or that more ought to be kept in one house?—The characters of imbeciles are so very different, that an imbecile may be often kept perfectly well in a private house; but we frequently found that imbeciles were kept in private houses, and were not properly attended to, and in those cases they were sent to an asylum or a poor-house.

1863. Are you not aware that prior to the statute, the condition of these creatures was disgraceful?—In many instances the reports I had were, that these creatures were kept in a very unsatisfactory state, and no doubt they are improved by the arrangement under the Lunacy Act.

1864. Mr. *Orr Ewing.*] You said that you did not approve of the parochial boards as at present constituted?—Yes.

1865. You did not approve of them in the burghs, because the best men were not elected by the ratepayers, I think you said?—I frequently thought they were not men that ought to manage a board like that.

1866. And in rural parishes you said that the board, as constituted, was not a good board, because the heritors did not attend?—They did not attend in any number, except on particular occasions.

1867. Then you said that it was left to the inspector and the clergyman?—And perhaps one heritor.

1868. And then you advised, as a model for the board, an improvement upon the present system, that the Board should be elected by different congregations, and that all the ministers should be members of it?—No; I said that a representative should be sent to that board from the kirk session or from the congregation; it might be the minister, or it might not be the minister.

1869. *Solicitor General for Scotland.*] Do you mean a representative from the kirk session or from the congregation?—In the Free Church all the members of the session are appointed by the congregation; and it comes very nearly to the same thing if you appoint members to represent the congregation.

1870. Mr. *Orr Ewing.*] The same thing exists in the Established Church, too, but you said more; you said that you recommended that it should be done as of old. Now, of old it was the clergyman and the kirk session, and therefore what you stated would lead us to believe that you consider that the board should be constituted of the clergymen of each of these four denominations, together with their kirk session. Did you intend to convey that?—What I intended to convey was, that these different churches should appoint one or more representatives to form the board in the first instance, and then I apprehended that they would allocate amongst these different churches a certain number of paupers, who would be cared for by the officers of the churches, kirk session, or deacons, or whatever they were, and in that way each congregation would have its own allocated paupers.

1871. Then you would have no parochial board, if each session was to manage its own poor?—But then there must, in the first place, be a board constituted for the purpose of allocating the paupers amongst the different churches.

1872. What is the board to consist of?—The board is to consist, in the first place, of the four men. If there were four men from these churches, then they would decide how the paupers were to be managed, and very likely what their allowances were to be; and then, I apprehend, that the most natural way would be to divide these or allocate these amongst the different congregations according to their means, and that the paupers would be supported by these congregations, and then they would be subject to the control or to the management of these four gentlemen.

1873. Am I to understand that you propose this system of management for a fund raised by legal assessment?—I have not come yet to the point about the assessment, or my views in reference to raising it.

1874. Where is this board to get money; is it from the church plate, or from assessment?—There are a great number of parishes just now unassessed.

1875. Do you intend that these four gentlemen are

Mr. *W. Watson*, 27 April 1869.

are to manage funds raised by assessment, or do you intend that the money is to be obtained from each congregation for the support of its own poor?—I intended that the money to be raised for the place was to be raised either by assessment or by collections at the church door, or by voluntary assessment.

1876. Do you think that it would be satisfactory to a parish, that the ratepayers should have no voice in the appointing of the managers of the poor?—The ratepayers are represented in the church.

1877. Is it your experience that all ratepayers are church-goers?—I think I may say that every ratepayer goes to church.

1878. Do you think that it would conduce to economy in a parish if each congregation was to deal with money raised by assessment in the way it thought fit?—It would be dealt with by the representatives of the particular churches, and they would fix how the money was to be distributed.

1879. And do you think that that would tend to economy?—I think it would, certainly.

1880. *Solicitor General for Scotland.*] The only suggestion of improvement that you have to make, is to alter the constitution of the parochial boards?—Yes.

1881. In other respects you think that the existing poor law is working well?—I do not think that it is working well. I do not think that the paupers are getting enough in the first place, and I do not think that the ratepayers are satisfied, because they think they pay a great deal too much.

1882. Do you think the ratepayers do pay too much?—They think they pay too much.

1883. What is your opinion?—My opinion is that they pay too much, because the expense of management is a very serious matter, and that is what they complain of.

1884. And the cure which you have to suggest for that evil, the ratepayers paying too much, and the paupers receiving too little, is to constitute a board involving more of what you call the religious and humane element, by allowing congregations of all denominations to elect the board among them?—Yes.

1885. That is the remedy you have to suggest?—That is the remedy I have to suggest.

1886. And you think that the result of it would be to reduce the rates and increase the allowances?—I think so.

1887. And that would make in your opinion a perfect, or at least a satisfactory system?—A more satisfactory one than at present.

1888. And as satisfactory as any you can think of?—As satisfactory as any I can think of.

1889. And you would have the board so constituted, I suppose, act as one harmonious body?—As one harmonious body.

1890. A representative from the Roman Catholics, and a representative from the Episcopalians, and from the Established Church, and the Free Church, and the United Presbyterians, and any other religious denominations that happened to be in the district?—Yes.

1891. Do you think that that would be a harmonious body?—Well, I have found that these gentlemen work very harmoniously in matters of charity. In the houses of refuge and the industrial schools, I have found all these gentlemen come up, and we never disagreed.

1892. You have had no experience I should think of any such board in Scotland?—Except you call a board for the management of a private charity such a board. If a board for the management of people in a house of refuge, or in an industrial school, or any charity of that kind for the relief of the poor, furnishes any experience, then I have the experience of unanimity of sentiment, at least, of general agreement, in such a board.

1893. Those charities which you refer to are managed by the subscribers, are not they?—They are managed by the persons appointed by the subscribers to manage the charity.

1894. There is no board of management elected by congregations and churches?—I do not know of any.

1895. If I understand you aright about this board which you suggest as likely to make the poor law in Scotland satisfactory, you intend that the paupers should be classified as Roman Catholics, Episcopalians, Established Church, Free Church, United Presbyterians, and paupers of all denominations; that they should be classified according to the religious denomination they belong to?—I do not know that there would be any classification necessary; the churches might have so many allocated to them; very likely according to the means that the church could raise; because the churches would probably consider that they were under an obligation to maintain their own poor.

1896. Do you mean that the Roman Catholic should maintain the Roman Catholic poor, and that the Established Church should maintain the Established Church poor, and the Free Church the Free Church poor, and so on?—That would be the general principle, with such modifications as would be required.

1897. Mr. *Loch.*] Are you engaged just now in any matters connected with the administration of the poor law?—Not now.

1898. How long have you ceased to be so?—Three years.

1899. Was that when you ceased to be sheriff substitute?—Yes.

1900. Then, from 1829 to 1866, you were sheriff substitute in Aberdeen?—I was.

1901. Is that for the town of Aberdeen?—Town and county of Aberdeen.

1902. You have no experience of the operation of the poor law in other parts of the country besides Aberdeen, I suppose?—Lately, in country parishes, near Edinburgh, and generally in Edinburgh, I have observed the working of the poor law in Edinburgh, and in one or two parishes adjoining to Edinburgh, because I live in one of them, and my brother has a farm in another.

1903. You mentioned, in answer to a question put to you by the Chairman, that previous to the introduction of this new law in 1845, there had been a poor-house established in Aberdeen?—There was.

1904. But that was not a poor-house subject to regulations, such as the poor-houses that exist now-a-days are subject to?—No, I think it was not.

1905. Nor was it by law possible to make that a test of pauperism in the way that poor-houses now are a test?—No, it could not be.

1906. Mr. *Cameron.*] You said that 5*s.*, if I understood you, was the average allowance a month to paupers in Aberdeen?—Yes.

1907. Did you not mean the lowest amount?—That is the average.

1908. Is

1908. Is there any allowance below 5*s.*?—Yes; I think there must be both above and below.

1909. If 5*s.* is the average, we must assume that allowances are occasionally made below 5*s.*?—I think occasionally below 5*s.*

1910. It has been to your knowledge the case, that allowances have been made below 5*s.*?—Yes, I have known that.

1911. Mr. *Miller.*] Is that figure given from your experience in Aberdeen, or is 2*d.* a day the average all over the country?—I am speaking of Aberdeen now chiefly; but I know that in some parishes it is a good deal higher, and in some places a good deal lower.

1912. I understand that 2*d.* a day is the average?—I would say that 2½*d.*, or 3*d.*, was the average over Scotland.

1913. Have you taken that from any authentic information, or is it just a rough estimate in your own mind?—It is just from a general observation; I could not say that I have made any special calculation.

1914. With regard to this system of yours as to the churches managing the poor; suppose that there is a parish with just one church?—Then it would have the whole management of the poor.

1915. No matter whether the people went to that church or not, it would have the management of the poor?—If you were to confine every parish to its own poor; but you could easily arrange so that you should have two or more districts attached to form one general board and poor-house.

1916. In short, your system need not necessarily be a parish system?—I do not think it need.

1917. I do not understand you to say that by this system of yours each congregation would support its own poor?—No, I do not say that.

1918. Still the assessment would be made over the district, as at present?—As at present.

1919. And the money would be allocated to the different paupers, that money being paid to each congregation, I apprehend, for the purpose of being given by them?—Yes.

1920. And the congregation would have to look after the paupers that were allocated to them?—Yes.

1921. Is that with a view to seeing to the comfort of the paupers, or what?—For the purpose of seeing to the comfort of the paupers.

1922. And the proper expenditure of the money?—And the proper expenditure of the money.

1923. Mr. *Armitstead.*] Do not you think that denominational supervision of the poor would tend to extravagance and increased expenditure, and therefore increase the rating?—No, I do not think so.

1924. Mr. *Arthur Peel.*] Do you think that the Board of Supervision exercises too much control over the parochial boards?—Too little.

1925. It exercises too little at present, you think?—Yes.

1926. Then how would you propose that they should exercise more control?—I should say that if it appeared to them that a sum inadequate for the needful sustentation of a pauper had been given by a parochial board, the Board of Supervision should be entitled to say what was the allowance they were to give positively at once.

1927. I understood you to say that you would abolish the Board of Supervision and leave the poor to the discretion of the parochial board?—Provided that you got a board of a different constitution.

1928. Supposing that you abolished the Board of Supervision and gave full discretion to the parochial boards, do you think that the absence of any superintending body over the dealings of each parochial board would be beneficial to the pauper?—I think that the present parochial boards require supervision; and I would give the Board of Supervision, or the board over the parochial boards, a larger power of increasing the allowance. But if there were such a parochial board as I contemplate established, I do not think that you would require a supervising power, because we find that a great number of religious bodies do raise large sums of money for the support of their own poor, and the effect of the poor-law has been to prevent a number of religious bodies giving anything to the poor; and, if the present law were taken away, we should have a large amount raised by means of collections and otherwise.

1929. Do not you think that there would be an advantage in having a superintending board which would lay down the general principles on which the dietaries would be conducted and the buildings erected, and which would lay down principles of uniformity throughout the parochial boards?—I have not formed any idea of what kind of board should be established in such a case.

1930. As to the cost of a pauper, the cost of a pauper you said was 2*d.* a day in out-door relief?—In the out-door relief.

1931. And among the causes of the increased cost you said that the main cause was the cost of management; but surely one of the main causes is the increase in the price of provisions?—The pauper is not benefited by the cost of management.

1932. But when you said that a pauper is now maintained out of doors for 2*d.* a day, he must be clearly worse off than he was before 1845, inasmuch as provisions have increased in price?—Provisions vary every year, and provisions were as cheap and as dear in 1829 as they were in 1845, and we have had cheap years now, as well as cheap years then. There is very little difference in the rate in a cheap year and a dear one. A pauper said to me one day that she thought she would live like a lady on 6*l.* a year. She had been reduced to 5*l.* She had broken her leg and was quite unable to work, and when I was talking to her she said, "If they would just give me 6*l.* a year, I would live like a lady." I said, "Tell me how you do live upon 6*l.* a year like a lady," and she gave me her mode of living. But long before she had exhausted her requirements the 6*l.* were out, and therefore it appeared to me that she could not live, being unable to do any work, upon 6*l.* a year. Now, you will remark that 6*l.* a year is 4*d.* a day, but she was only getting 5*l.* a year, and she had to maintain herself where fuel was dear, and other things also. She was maintaining herself upon 5*l.* a year; but a great number are maintaining themselves on only 3*l.* a year.

1933. What does 6*d.* a day, as the in-maintenance cost of a pauper, include; does it include establishment charges?—No; I take the cost of each pauper; a pauper costs on an average 9*l.* a year in most places, that is, 6*d.* a day, and that includes everything.

1934. It includes food and clothing, and building?

Mr. *W. Watson.*

27 April 1869.

ing?—Not the building; I think building is generally apart.

1935. Mr. *Anderson.*] Your objection to the Board of Supervision, if I understand you rightly, is, that it does not sufficiently act as the arbiter between the parochial board and the pauper in the interests of the pauper?—The interest of the pauper is not very well represented at the Board of Supervision; the pauper just answers a number of questions submitted to him, and cannot go beyond answering those specific questions; and those answers are replied to again by the inspector, and that is the only mode that the Board of Supervision has of dealing with the matter.

1936. So that the Board of Supervision is not sufficient as a protection to the pauper?—I think not.

1937. The plan that you suggest, I suppose, would do away entirely with poor-houses?—Entirely.

1938. Do you confine that plan to rural parishes, or do you think that it would work easily in urban parishes also?—I think it would work nearly as well in towns. There might be a small poor-house for a certain class of patients, but they are a very small number that I would send to the poor-house.

1939. Mr. *Mackintosh.*] Is the congregational plan of managing the poor, which you have suggested, practically the same as was advocated by Dr. Chalmers?—Exactly.

1940. *Chairman.*] Have you any suggestions to make with regard to the law of settlement; are you satisfied with the present law of settlement, or would you suggest any modification of it?—I do not think that there is any necessity for a residence at all; wherever the pauper was, I think there the settlement ought to be.

1941. And you would approve of abolishing all law of settlement?—Yes.

1942. Have you turned your attention to the question of extending the area of chargeability and management?—If you alter the law of settlement, then of course you must alter the mode of assessing, extending it in the same way.

1943. Then you would be in favour of extending the area of chargeability?—Yes.

1944. To what extent?—I do not know where I could put a limit to the area of chargeability; I think that the whole of Scotland might be one parish.

1945. Then how would you deal with the management if the area of chargeability was conterminous with the country?—The management would then devolve in the mode that I have suggested upon the different churches; you can easily ascertain the sum required for the paupers in Scotland; you know precisely the number there are, and you can easily ascertain what may be supposed to be their needful sustentation, and you have only to multiply the number by the cost of the needful sustentation, and that is the sum required; and that sum could be levied in any way that a competent party could say in the mode by which the money is to be levied in Scotland.

1946. Then you would be for levying a general rate for the poor all over the country and allocating that to each local board?—Yes.

1947. Do you think that with such a system you could secure sufficient economy in the expenditure?—I think you could.

1948. With reference to the subject of taxation, have you considered the question of how the rates should be levied?—No, I have not.

1949. That is not a matter upon which you are prepared to make any suggestions?—No.

1950. With reference to the *ex officio* representation on the parochial boards, the system that you suggest would do away with that?—I think so.

1951. You would consider that there is at any rate a defect in respect of the *ex officio* representation of the minister and kirk session as the parochial boards are now constituted; you would not approve of the minister being *ex officio* a member of the board?—No, because I know that he is not a ratepayer, and members of the parochial board sometimes think that he ought not to sit there, not being a ratepayer. And then another objection is made by clergymen of other denominations; that he the minister of the parish should sit at the board not being a ratepayer, while they, being ratepayers, are not sitting there.

1952. That alteration you would make in the parochial board at any rate, supposing your own suggestion were adopted?—I would; however I should not like to see the established minister removed, but I would like to introduce the other clergymen.

1953. You would rather see them all *ex officio* members than none?—Yes.

1954. With regard to the law of mandates, have you turned your attention to that?—Yes; the boards are managed in great measure by mandates, and any man anxious to get into the board only collects a sufficient number of mandates and can get the appointment, and get the management of the board.

1955. Have you any suggestion to make as to the present law of mandates?—I would refuse the mandates altogether, and make men come to the board to give their votes.

1956. Is it not desirable that parties should be represented who are unable to attend, such as female ratepayers, and so on?—I think that it should be a representative board as much as you possibly can make it. But then that is going into the constitution of the present board, and it requires a good deal of consideration to say how you are to work it to make it the best kind of board. I am not prepared to say how that is to be done now.

1957. Would you suggest any alteration in the time that mandates for which should be held good; would you limit them at all?—I think, if they are bad, the greatest possible limitation is the best. I do not approve of mandates, because I think they are very apt to be abused, and the difficulty is to say whether a certain mandate should extend over this meeting, or two meetings, or for a twelvemonth; and, disapproving of them, I would put the greatest possible limit to them.

1958. Mr. *Orr Ewing.*] I suppose you have generally found, in your experience, that the parish clergyman is an efficient member of the board?—I have always thought so.

1959. And if he were made a ratepayer, the objections which you have referred to would be greatly, if not entirely removed?—I presume so. I know a parish just now where the chairman of the parochial board has intimated to the clergyman that he wishes to exclude him, because he is not a ratepayer; and I have heard other gentlemen who are members of the board say, that if this is correct, and if he is able to exclude this clergyman,

clergyman, they intend to pursue the same course and exclude their clergymen too; these parties being of the Free Church, and being dissatisfied with the Established clergymen being there, and the minister of the Free Church not being there.

1960. According to what you stated to us before, you objected to the present parochial board, because no one seemed to attend regularly but the inspector and the clergyman?—And the chairman, perhaps. I was talking of small country parishes; it is quite different in the town parishes.

1961. Mr. *Cameron.*] You say that you are in favour of doing away with mandates; I hope you would make an exception in favour of Members of Parliament who have large interests at stake, and have public duties to perform?—I do not know of any exception; I have not thought on that point.

1962. Mr. *Miller.*] You have stated that you think Scotland might be all considered as one parish as to the area of chargeability, and that that would not operate against economy?—I do not think it would.

1963. What inducement would there be for economical management, supposing that plan to be adopted?—I think that there is a general tendency to keep down the poor rates as low as possible; and I think it is very probable that the different boards would just as likely contest for economy in that case as contest for extravagance.

1964. You think that, having that large purse (which would be a large purse) to go to, they would be just as economical as they would be with their little purse?—It is not a little purse, whatever the area is.

1965. Comparatively. I will put it a little purse?—I do not see that there would be any difference between the one and the other.

1966. Sir *David Wedderburn.*] I believe that the city of Aberdeen is divided into two parishes for poor law purposes?—Yes.

1967. Do you not consider that it would tend to efficiency and economy if it were treated as one parish?—Certainly.

1968. And do you consider that that would hold good, as a general rule, throughout all large cities?—I think so.

1969. Mr. *Fordyce.*] Do you think that there is any general feeling in Aberdeen among the ratepayers in favour of increasing the area of chargeability?—I really could not answer that question. I have not heard that question discussed in Aberdeenshire when I was there.

1970. Mr. *Arthur Peel.*] If you extended the area of chargeability to the whole of Scotland, would you see no evil in the disproportion between the area of chargeability and the area of management and representation?—No; I do not apprehend that there would be any great difficulty in managing it; there might be a board constituted for the purpose, fixing some of the details, pursuing the general principles.

1971. Mr. *Anderson.*] Do you not think that it would lead to great extravagance in the local management?—No, I do not think it would.

1972. Would not local boards be very apt to scramble to get as much money as they could when it was to come off a general fund?—But if you observe the character of the board which I should establish, there would be no such scrambling; it would be always the best men in the congregation that would be the representative men, and they would always have the views of the church, and the views of the church are not to make extravagant expenditure, but to give the greatest possible comfort at the least possible expense. And we know that if the poor are properly and carefully looked after, a very small sum will go a long way; a sum which is called now inadequate would, by a proper superintendence of the expenditure, go further, and they would of course require less of it.

1973. *Solicitor General for Scotland.*] These model boards which you have suggested would be parochial?—They would be parochial.

1974. So that the administration would be parochial?—I would not say that I would confine it to a parochial administration entirely. For instance, here is a small parish with only one church; there might be a few parishes adjoining with a united Presbyterian church, or a Free church, or an Episcopalian church. I think you could make it a small area to introduce those different churches.

1975. Uniting parishes for the purposes of administration?—Yes.

1976. Generally, by your system, there would be an administrative board in each parish; but in those exceptional cases which you have suggested, you would have a united parish under one administration?—Yes.

1977. But the area of taxation would be throughout Scotland?—I do not see how you could narrow it.

1978. And you would have no law of settlement?—No law of settlement.

1979. So that, of course, each pauper would choose his own settlement: if the law does not choose a settlement for him, he is at liberty to choose it for himself?—That must be the result.

1980. And if he were a sensible pauper he would probably go to the place where the administration was most liberal?—He would go to the place where he was most comfortable; but I think that the administration would become pretty uniform in Scotland.

1981. The success of your system would depend upon the administration being so uniform in each parish, or combination of parishes, that paupers would have no inducement to go to one place rather than another?—A good deal would depend upon that.

1982. The assessment I suppose you would have collected as a national tax?—It would become a national tax if it were all over Scotland.

1983. Under whose administration would the gross produce of the tax be according to your system, the Treasury?—Perhaps the Exchequer might do it.

1984. Then the Lords of the Treasury would be the supreme Board to manage the gross produce of the taxation, and to distribute it into the several districts?—If that were the principle it would be something of that kind.

1985. But I am asking if that is the principle you were recommending to us, or have you thought of that at all?—I have not thought upon the collecting of the money.

1986. *Chairman.*] Has it been any part of your duty, or any part of your practice, to visit and inspect the poor-houses in Aberdeen?—It was not part of my duty; but I frequently went to the poor-houses.

1987. Are the paupers separated into different classes and different rooms, or are paupers of all

Mr. *W. Watson.*

27 April 1869.

classes put into one and the same room; for instance, I will take widows with children and women with illegitimate children; are those made to consort together, or are they separated?—In the St. Nicholas poor-house in Aberdeen (which is the best and largest, and the one where the greatest classification is that I know among smaller places out of Edinburgh) there is what they call the aged and infirm ward for old people, for old men on one side, and old women on the other. Then there is for females what they call the dissolute ward, and that dissolute ward takes in all the class of people who cannot spend their money in a right way; the mothers of illegitimate children and abandoned women. If there are widows with children they are put in there, the children being put apart, and kept in the children's ward. And then there is a lunatic ward too; but sometimes these lunatics are not confined to special wards, but go into the different wards; at least I have seen that in Aberdeen.

1988. Your experience is, that in the female wards the dissolute and the respectable are made to herd together?—Yes.

1989. Have you ever remonstrated on that practice with the inspector or the manager of the poor-house?—I have said to the inspector when he was offering a respectable person, a widow with children, the poor-house, "Why do you send her to the poor-house; you know there is only a dissolute ward for women, and that is a woman that ought not to go there." He not knowing so much about the poor-house as perhaps I did, said that now they had made arrangements for the separation of those classes; but I knew the poor-house perfectly well, and said there was no such thing; and then the answer was, "I have the power to send her there, and having the power I will do as I choose."

1990. Practically that system continues, so far as you know?—So far as I know.

1991. With regard to the children, are they kept in the poor-house, or are they boarded out in the country?—There are three classes of children; there is, first, the child of a widow or an illegitimate child residing with its mother, and on whose account a small sum of money, 1 *s.* or 1 *s.* 6 *d.*, is paid to the parent; or, secondly, the parents are put into the poor-house and the children are put into the children's ward; or, thirdly, the children are boarded out with respectable people in the country, an allowance of 6 *l.* or 7 *l.* a-year being paid for their maintenance.

1992. Are there any efforts made to diminish the number of children sent into the poor-house; is the practice of boarding out in the country endeavoured to be adopted in the majority of cases, as a matter of fact?—I really could not say so, as a matter of fact, whether it is or not.

Mr. WILLIAM HAY, called in; and Examined.

Mr. *W. Hay.*

1993. *Chairman.*] YOU are Provost of Dundee, I believe?—I am.

1994. Are you connected with the parochial board there?—I have been secretary and solicitor of the Dundee parochial board for 15 years.

1995. Are you still holding that office?—Yes.

1996. What is your experience of the working of the parochial board as now constituted?—I have had considerable experience in all the departments of the business, all the practical working of the business, and I think that its present state is satisfactory, but its representation is defective.

1997. Your parochial board is a mixed burghal and rural board, is it not?—Dundee is classed as a landward parish, although it ought not to be so. The Committee are aware that in the poor law there are three kinds of parishes; first, the burghal parish, which is entirely in cities or burghs without a landward population; the second class is called landward, parishes entirely agricultural; and the third class is what are called mixed parishes, partly landward and partly burghal; and there has been a decision of the Court declaring that if any part of a parish is landward, then it is to be held to be a landward parish; and, therefore, Dundee very unfortunately comes under that denomination. A very small portion of Dundee is landward. The town is built on two different parishes, but I am speaking of the parish of Dundee, and out of a population of 60,000 to 70,000 there are, perhaps, only 2,000 to 3,000 landward. Still we are a landward parish; we think we ought to be reckoned a burghal parish, and have a parochial board elected by the ratepayers of the town, whereas now every proprietor of a house or any heritage of 20 *l.* rental claims his right to sit at the board, and does sit as a member of the board.

1998. *Lord Advocate.*] On the footing of its being a landward parish?—Yes.

1999. *Chairman.*] How many members are there on your board?—It is without limit; 1,000 or 2,000, probably.

2000. Is that your objection to the present mode of constituting local boards, or are there any other points you would mention?—That is the objection to the constitution of the parochial board in Dundee.

2001. *Lord Advocate.*] Do you think that an election by the ratepayers would be satisfactory?—The same plan as is adopted in Edinburgh, I think, would be satisfactory.

2002. *Chairman.*] You are aware that the barony parish in Glasgow was in the same position, and they got a special Act passed?—Yes; they found the old system unworkable, and it is truly the same with us.

2003. Have you endeavoured to get an Act?—We have applied to the Board of Supervision to assist us so far as they can, but they have no power to extend beyond 30 representative members under the Act of Parliament. We have by the Act of Parliament 30 representative members, which is the extent of representation to landward parishes. The constitution of the board is this: it includes the magistrates of the burghs within the parish, the minister, and a certain number of the kirk session, and all owners of 20 *l.* rental and upwards, and 30 elected members for Dundee; but the number of members elected by the ratepayers depends upon the size of the town, to be fixed by the Board of Supervision.

2004. Mr. *Miller.*] And your number is 30?—Our highest is 30, but that is a very small number for 21,000. We have 21,000 ratepayers in the town of Dundee, and we have only 30 representatives.

2005. *Chairman.*]

2005. *Chairman.*] What has been your experience of the effect of the law upon the state of pauperism?—In my opinion, and in the opinion of all the managing committee at the board, the law, as at present, rather tends to increase the number of applications for poor relief. There can be no doubt that pauperism is increasing.

2006. You mean in your own parish of Dundee?—I am judging from the parish of Dundee, and I will give the Committee statistics of the parish of Dundee. I may not be exact to a figure, but very nearly so. I will give you the last five years: in 1865-66, the number of applications for relief in Dundee parish (that is about two-thirds of the town of Dundee) was 1,946; in 1866-67, it was 2,097; in 1867-68, it was 2,529; and in 1868-69, it was 2,597. Those were the number of applications for parochial relief.

2007. Applications to the Board?—To the Board.

2008. Mr. *Miller.*] In a population of what?—In a population of about 70,000.

2009. *Lord Advocate.*] What became of those applications; how many were put upon the roll?—Perhaps about a third of that number only; between a third and a half. I will show the Committee the mode of testing by the poor-house, and the number of those who refused the test, and of those who are admitted, which will practically come to the same thing.

2010. We should like to know in the meantime whether the number admitted corresponded to the increase in the number of applications?—Certainly not; I shall give the statistics of that immediately. Of course, without a poor-house in Dundee, we could not manage the parish. When an application is received it is examined into by the inspector; he takes down the particulars of the case, reports to the parochial board, and they determine what is to be done. If it is a case which is doubtful they give the test of the poor-house; if, on the other hand, it appears to be a case of real honest poverty, they take into account what out-door allowance in supplement they shall give; for you will observe, the out-door allowance is merely in supplement of the resources of the party applying, it is partial relief; out-door relief is necessarily so, as contradistinguished from in-door relief. Then I shall show you the result of that operation, by stating for the four years from the 1st of February 1865 to the 1st of February 1869, the number of these applicants offered the poor-house, including those who had been upon the roll, and who on the revision of the roll were offered the poor-house, and including the number of dependents; and that is a distinction in the case of the out-door poor. In the case of the out-door poor you will observe an application is made to the inspector of poor; he takes down the head of the family, and that counts one; but, in the case of the in-door poor, in the operation of testing, the whole family are numbered; that is to say, a father and mother and four children are taken down as one case, and count one in out-door poor applications; but where you begin to test the case for in-door applications they all count, and they would count six. Therefore, that will account for the large number offered the poor-house compared with the applications. The number offered the poor-house during those four years was 11,932, including dependents. The number of those that accepted the offer was 3,143, and the number that refused the offer, 8,789; so that you have the relative proportion of the applicants to the roll and those that refused.

2011. Mr. *Orr Ewing.*] But it would be much more satisfactory to the Committee as you are proving that the increase of pauperism is due to the Act, and you have given figures to show it, if you would give each year the number that went into the poor-house and the number that were refused each year, so that we could arrive at the real number of paupers?—I have given you the four years put together, and the rest is a matter of arithmetic.

2012. *Lord Advocate.*] The aggregate does not show us the progressive increase; you cannot give us perhaps the number for each year?—I can hand that in next time.

2013. *Chairman.*] You have given us the increase in the applications for each year, for the last four years, for the parish of Dundee; the Committee would like to have the corresponding number of the parties who were offered the poor-house and who refused it in each year?—About the same in each year; a proportion of three to one; that is the result of our experience; therefore we came to the conclusion that but for the operation of the poor-houses in Scotland you could not work the law.

2014. *Lord Advocate.*] What becomes of the 8,700 that refused the offer of the poor-house?—That is a most difficult question, I think; they are still poor, still of the class which had formerly been receiving partial relief.

2015. And which ought to receive it, I suppose?—I do not think that they would be the honest poor; there is always a class of vagrants and applicants for charity of all kinds that it is not possible to consider honest applicants.

2016. From your knowledge of Dundee is that generally the case with the 8,700 who will not go to the poor-house; how do they live?—Very few of those are the honest working inhabitants of Dundee.

2017. They live by their wits?—Yes, just so; it is just the floating pauperism that we cannot deal with, except by a strict test.

2018. Mr. *Cameron.*] They become vagrants and wander about the country?—To a large extent they do.

2019. Mr. *Orr Ewing.*] Is it not the case that business in Dundee during the first year you gave us had been very prosperous?—It had been for some years very prosperous.

2020. And it has become since 1866 rather the reverse?—Well, it is not flourishing just now.

2021. Do not you think that that is a more natural cause of the increase of pauperism than any operation of the Act?—I do not think it; I can give the same figures for 10 years.

2022. You think that a prosperous state of business has no effect on the question of pauperism?—Of course a flourishing state of trade is always an advantage in that respect.

2023. *Lord Advocate.*] Are the number of hands employed in Dundee much greater than they were five years ago?—Much greater; I should think 20 per cent.

2024. Then, of course, when bad times come they are thrown out of work?—Certainly; but the difficulty we have is that we cannot deal with these honest working men owing to the operation of the Poor Law.

2025. You mean owing to their being able-bodied?—Yes; we tried it, as you are aware, in the House of Lords.

Mr. *W. Hay.*

27 April 1869.

2026. Do you think that there should be a relaxation of the law in that respect?—I think so, certainly; it is impossible to work the parochial board of a large town without giving a discretionary power to a committee to deal with exceptional cases of a deserving nature.

2027. You would have able-bodied relief in times of emergency and distress?—Yes; not a legal right to it in the poor, but authorising us to deal to a certain extent according to our discretion to meet these cases of deserving poverty.

2028. *Chairman.*] Do not you think that if such a discretion were given by law to parochial boards, you would find it very difficult to resist the relief of the able-bodied in hard times?—There would be a certain tendency to that; but still it is the ratepayers' own money, and they send representatives there, and they have the same interest in the town, and I do not think they would throw away their own funds without some stern necessity. Besides, we find that if it does not come in one way, it comes in another; because we find subscriptions raised in times of depression, which is practically a contribution by the inhabitants. You see the difficulty is in these voluntary contributions to select deserving objects. There is a system of attempt at imposition, which no gentleman not engaged in the practical working of such things has the slightest conception of. I myself had a very strong instance of that last year; I received 10*l.* from a charitable individual in Glasgow to give, according to my discretion, among poor beyond the level of legal poor. Well, it got word somehow among these hangers on, and I could scarcely get to my office.

2029. Sir *R. Anstruther.*] Do you mean by "beyond the level of legal poor," above or below?—Above. I could not get into my chambers for the moment, because of the number of hangers on, parties who had been at the parochial board and annoyed the parish on all hands. Every kind of deception and trick was practised for the purpose of drawing out the money. I never was more satisfied of that fact. I watched them and found that on going away themselves they would send their wives and children with pitiful stories for the purpose of extorting money.

2030. *Chairman.*] Would not that state of things be aggravated if you introduced the element of able-bodied relief?—That is what I would suggest to the Committee, because, then you would have an authorised mode of giving it; I think it might prevent many a man becoming a permanent burden upon the parish; a little timely relief might keep a person from becoming a permanent burden, and I think it would be beneficial to the ratepayers in that way.

2031. But if the applications increased in the ratio you have described, when you had no power to give relief to able-bodied poor, would not the number of applications increase very largely if once you got discretionary power to give relief to able-bodied poor?—Yes, certainly; but still you have to deal with pauperism in some way; and the mere fact of the poor being registered under this law, is to a large extent no criterion of the mass of pauperism and poverty in a town.

2032. Is it not the tendency wherever the law creates a legal right, or creates a belief in a legal right to relief, to increase improvidence and to increase the leaving of the people on the limit of pauperism for support upon their neighbours?—Yes; but the test of the poor-house is the only way to meet that.

2033. Mr. *Orr Ewing.*] But the poor-house is not open to the able-bodied now?—It is not.

2034. Have you not found that whenever there has been any continued distress, you have always been able to meet the case by the benevolent individuals of the town raising money?—Yes, we have; but we find that the real honest working men, when out of employment, will not go to these soup kitchens, and such places. The Honourable Member for Dundee has a very good knowledge of these things, and knows that the honest working men do not like to be seen going with a throng of standing pauperism, getting soup, and so on.

2035. Sir *Robert Anstruther.*] Is it not the case also, that before these soup kitchens are put in order, an immense amount of suffering has actually taken place?—Yes.

2036. Mr. *Cameron.*] How would it be easier for the parochial board to decide whether an able-bodied man is a fit subject for relief, than it is for yourself now?—The inspectors of the parochial board know very well.

2037. If you, acting on your judgment, are unable to decide the question, would it not be much more difficult for the parochial board?—The parochial board are comprised of a committee of the inhabitants themselves, and if they give without a sound cause, they of course are giving their own funds. But I merely instance that case just now to show that without a test of pauperism it is very difficult indeed to deal with it in any way, and I should recommend that the poor-house system should be more stringently enforced; and I find that also recommended by a general superintendent of the Board of Supervision in the last year's report.

2038. *Chairman.*] But that is a question which is entirely now in the discretion of parochial boards; they can adopt greater stringency in the administration of the poor-house, cannot they?—Yes; but we have no power of forcing parishes to combine. One parish does it, and one does not. You will observe what the superintendent of the poor for the Southern Highland district of Scotland says, in the report of last year; that is Mr. Alexander Campbell. He says, "It appears to me to deserve the serious consideration of the board, whether the time has not arrived to apply to the Legislature for power to enforce combinations where necessary. It is not unfrequently found that the more favourably situated a parish is with regard to its own pauperism, the less willing it is to take its fair share of the expense of building a poor-house, however much required to keep in check a rapid increase of pauperism in the adjoining parishes. If the board had a controlling power, it might insist in all cases where the circumstances admitted of it, on the combinations being such as required a larger sized poor-house. This would be productive, not only of economy, but of efficiency; the smaller poor-houses being rarely satisfactory on account of the impossibility of complete classification." I entirely concur with that; that is practically what I would suggest to the Committee; a union, a larger area of rateability and chargeability, with a poor-house system complete, which I think is the best check for pauperism.

2039. You are aware that in the Act there is the power for parishes to combine for all purposes?—They will not exercise that power.

2040. And you are aware, I presume, of the facts connected with the only combination in Islay that

hat they found it so expensive in the management hat they have recently dissolved the combiation?—I do not know the Islay combination; ut if you will permit me, I will give you the xpenses of the present management of the arious parochial boards, and you will find that hey average 14 per cent. on the sum spent; in ome counties it is as high as 20 to 30 per cent. pon the money expended; and if you look to he Board of Supervision's report, you will see hat this is a matter requiring very anxious conideration. In 1868 the number of poor relieved n Scotland was nearly 270,000, including their lependents, or one in 11 or 12 of the popuation.

2041. *Lord Advocate.*] Are you taking the numbers as they were on the 14th of May?—No, I am taking the numbers during the year.

2042. That is fallacious, because you include hose that are dead?—But the dead are a very mall portion.

2043. Mr. *Orr Ewing.*] You include in that way the casual pauper five or six times?—I am ncluding every person living on or drawing poor elief in Scotland.

2044. *Lord Advocate.*] But surely the number of poor on a particular day is the best test of pauperism; take, for instance, the number on he 14th of May?—I merely give the figures as find them. I am aware that which you suggest s Sir John McNeill's way of putting it.

2045. Is not that the correct way of putting t?—I think if you are considering what is the effect of the Poor Laws upon the population you nust surely consider how many of that popuation received parochial relief during the year.

2046. But are you counting all the casual poor hat you find put down there as different people?—Certainly, I take the returns here.

2047. But are they different people?—There nay be some instances where they are not different people, but that is a small proportion of he cases.

2048. Then how can you account for the number on the 14th of May being so much smaller han the number for the year?—A pauper is six eeks or two months on the roll, according to ircumstances; they come upon the roll and go ff the roll, but still they receive parochial relief.

2049. *Chairman.*] You are aware that the asual become enrolled, so that the casual and nrolled poor represent over and over again the ame individuals?—That is not so with us; we ave casual temporary paupers and registered aupers; of course they are all put upon the roll.

2050. Mr. *Orr Ewing.*] Are you much troubled ith strikes in Dundee?—We are not; we have o strikes, at least very seldom.

2051. *Lord Advocate.*] Will you return to the uestion of the expense of management?—I will ake the county of Perth just at random. In erthshire, with 73 parishes, 22 of these have a opulation under 1,000, 33 under 2,000, the verage of all being 1,820; in Berwickshire, out f 32 parishes, 8 are under 500 of population, 7 under 800, the average of all being 1,140.

2052. Now will you give us the expense of anagement in those two counties?—In Berwickire (I take the average) it is about 14 per cent. pon the sums expended.

2053. Mr. *Hamilton.*] What do you include in anagement; building poor-houses?—No, the ctual management, as given in the Board of upervision's report.

2054. *Lord Advocate.*] You have taken these from the Board of Supervision's report?—Yes.

2055. Will you tell us the fault in that expenditure and how it could be lessened?—The multiplicity of boards and the necessary expenses of inspection. Take Dundee; you have there a multiplicity of books and records, and accounts for the various different claims of settlement against other parishes; and in Dundee the number of statutory notices sent to other parishes from 23rd April 1868 to 23rd April 1869, was 962; that is, claims of relief from other parishes.

2056. From the parish of settlement?—From the alleged parish of settlement. Letters sent during the same period on business of the parish, numbered 1,677, making 2,639 letters written by the inspector, or officials of the Board.

2057. Is that correspondence all about settlement?—No; but it generally takes place about settlement; disputing about whether a man belongs to this parish or the next. Then the number of accounts rendered was 342; letters regarding accounts 180; making together 522. Then the number of letters received at the office from other parishes under similar circumstances was 2,421; claims made for paupers during the same period was 568.

2058. Sir *Robert Anstruther.*] Were those claims made from Dundee or to Dundee?—Those are claims made by other parishes against us. The 568 is the number of claims against us, and those of them against parishes in Forfarshire 178.

2059. *Chairman.*] Will you give us the amount that you recovered from other parishes, and also the amount that you had to pay to other parishes?—In 1866-67 Dundee paid to other parishes for the poor 652 *l.* Of that amount there was paid to parishes in Forfarshire (assuming that you make a county rating of it) 190 *l.*; that was the proportion for county chargeability. Dundee received during that year 1,748 *l.*; of that, there came from parishes in Forfarshire 446 *l.* In 1867-68 Dundee paid to other parishes 733 *l.*; and of that to parishes in Forfarshire 160 *l.* paid. It received 2,120 *l.*, and of that from parishes in Forfarshire 448 *l.*

2060. How is it that the balance seems to be so largely in favour of what Dundee receives from the rural parishes?—Dundee being a large centre of population, people generally congregate there; we find that that is a very great injury to the large town parishes; they come from all districts to us.

2061. Sir *Robert Anstruther.*] But you get the money from the country as it appears?—Yes, that is when you can prove a settlement.

2062. *Lord Advocate.*] If there were no law of settlement, you would lose that difference between what you pay and what you receive?—We would have more to pay, but the area of chargeability would be in like proportion; we should get money from the district to pay it. I can give the number of non-settlement poor, Irish poor. By an order of the Board of Supervision, addressed to the inspectors, we cannot now send a pauper to Ireland without a warrant from the sheriff or court; and we must send a person along with the pauper to the union or the parish of his residence in Ireland, which is always a very expensive mode of procedure; and the consequence is practically that we cannot send him at all. I will show you the result of this in Dundee. The number of such paupers, with no settlement in Scotland, chargeable to the parish

Mr. *W. Hay.*

27 April 1869.

of Dundee on the 15th March 1869 this year, was 109; the weekly cost of whom was 15 *l.* 18 *s.*, and the yearly cost 826 *l.* We found that the expense of sending those paupers, under the orders of the Board of Supervision, to Ireland, would be more than taking our chance of the temporary chargeability. That we think is a hardship.

2063. Mr. *Orr Ewing.*] You think it is a hardship that these Irish people should be settled in Dundee; what would you suggest as a remedy?—I think it is a hardship in the present law. If the law was to be changed to a larger extent of chargeability or enlarged rating, the difficulty might be less. But so long as the law of settlement subsists, it is unfair to make us pay other parishes under the settlement process and also to support strange poor under the non-settlement process.

2064. *Lord Advocate.*] Supposing that the area of chargeability remained the same, and the law of settlement were abolished, do you think that Dundee would gain or lose?—We would lose undoubtedly by that.

2065. And large towns generally would, I suppose?—Certainly.

2066. Mr. *Orr Ewing.*] How far would you extend the area of chargeability?—There is a very general opinion in Scotland among those in official management of these boards, and otherwise, that perhaps the best plan is a county rating and a county chargeability.

2067. *Lord Advocate.*] And a county management?—And a county management.

2068. You would not leave the management parochial and yet leave the area of chargeability county?—That could not be; but I see no difficulty in taking the same principle as for the prison board. Take the case of Forfarshire, with its 53 or 54 parishes, each parish having a board of its own, and all in communication with the central board in Edinburgh, causes great expense. Of course, to have 887 parishes and boards (which is the number in Scotland), all corresponding, and all having officials, and books and accounts, must be very expensive. I endeavoured to show the Committee the extent of it. I was only going on to show that we have had to keep 28 different records for working the present system.

2069. In the county of Forfarshire do you mean?—No, in the parish of Dundee alone, 28 different records as a necessary consequence of the present system.

2070. If you had the area of management county, you think that one set of books would do?—Yes.

2071. Sir *Robert Anstruther.*] But it would increase the rates in the country parishes a great deal, would it not?—Of course they would have to take a share of the burgh population, and they ought to do so.

2072. But it would increase the rates, I presume. Can you give me the average rate of the county parishes compared with the average of the town parishes?—I do not think that there is very much difference. In Dundee we are below the average; it is 1 *s.* 7 *d.* and 1 *s.* 8 *d.* gross per pound of rental.

2073. *Lord Advocate.*] Have you made any calculation of the expenses of salaries of officers in these county parishes taken together, as compared with the amount for which it might be done if they were united in management?—I think that the present management of the town parishes of Dundee and Liff together might be quite sufficient to manage the whole district.

2074. Do you mean that it could manage the whole of the county?—What is called the Dundee district of the county.

2075. *Chairman.*] You are aware that in the parish of Dundee, Liff, and Benvie, the per-centage of expenditure on the valuation amounts to 4 *l.* 13 *s.* 10 *d.*, while in the parish of Kingoldrum the per-centage of expenditure on the valuation is only 1 *s.* 4 *d.* in the pound?—There must be exceptional cases in these small parishes; perhaps Kingoldrum has a very small population. There are now parishes in counties where the management takes 40 per cent. upon the assessment; those are small parishes.

2076. Mr. *Miller.*] What does the term management include?—I mean the expenses of the office, and the expenses of inspectors, including any law expenses.

2077. That is to say, the cost of the Dundee management would make what is necessary for the half of Forfarshire?—That is my opinion. You will observe that if you abolish the parochial boards in the district, say 30 of these parishes would be abolished; you would save perhaps one-half of the present work in the Dundee parish; you would have so many officials set at liberty to do the enlarged work. Just now we require three or four inspectors continually going about investigating whether a person was born this side of the hedge or that side of the hedge. That we should save.

2078. And you would diminish that correspondence which you spoke of just now?—We should diminish it to a large extent, one half.

2079. Mr. *Cameron.*] How would you lessen the number of books?—The same number would do for the district as for the burgh.

2080. But you would require the same number, 28, as at present?—We find it necessary to have that number to work it.

2081. But the number of books in Dundee would not be lessened?—No; but you would utilize the books for a larger district.

2082. Sir *Robert Anstruther.*] You would still require a large number of inspectors, to ascertain the character and condition of the applicants for relief?—But we would require fewer inspectors if we were to lessen their duty.

2083. You mean that they would not be required to investigate as to birth and settlement, and so forth?—To a large extent they would not.

2084. Mr. *Armitstead.*] There would be a saving in expense in that way?—Yes.

2085. *Lord Advocate.*] Would you not also have a saving in respect of the collection?—Yes. Just now a great expense throughout Scotland is put on the parishes by having an assessment roll made up in every parish throughout Scotland. Now, I would suggest to the Committee to have a general roll for a district or burgh, which could be utilized for all assessments, and to authorise the valuator to make up the roll and give the sum chargeable into each of the various parts.

2086. *Chairman.*] It has been suggested to us that the collection could easily be done by the collectors of the income-tax; is that your view?—Yes.

2087. Sir *Robert Anstruther.*] And you would base it on the same valuation?—Yes. There is a strong feeling in the burgh in favour of changing the

the basis on which assessment should be levied for support of the poor. I have never been able to see on what principle you fix on lands or houses as the only property chargeable for the support of the poor. There is no principle for it, so far as I am aware; on the contrary, it strikes me that the Poor Law implies that the poor shall be supported according to the means and substance of their fellow men; and therefore the question has always been, what is the best means of getting at that? I know we had the means and substance in Dundee for many years, for I worked it myself; and it was destroyed simply on account of the inquisitorial nature of the mode of getting at the income, not on account of the principle itself.

2088. But that objection still would remain if you were to repeat the same system; you would have the same inquisitorial inquiry, would you not?—No, I would take this view of it; and I think it is a plain and a practicable view, without any difficulty whatever; just add to the income-tax the poor's rates upon the same data, and collect them at the same time; you would economise the management of the poor and the expenses upon the ratepayers enormously, and you would have a just basis for supporting the poor; because now there are large shipowners that pay nothing; bank stock, that pays nothing; feu duties that pay nothing; and I never could understand why they should not pay anything.

2089. *Lord Advocate.*] But would not you in that way lose the check there is now in the localities to keep down the rates?—I do not think it. With regard to the chargeability in Dundee, in the last year of the assessment upon means and substance, I can show you the relative proportion of the rental to the income.

2090. I mean if it were taken up with the income-tax apart from the parishes altogether?—Each district would have to pay its own proportion; although collected with the income-tax it would not be uniform; each district would have to pay its necessary amount, but it would be collected without any expense, and handed over to the Board of Supervision. I would make the Board of Supervision a Board of Control, and I would have them to correspond with the collecting party, and they should send to the various district boards their quota, just the same as they do the 10,000 *l.* of medical relief fund now, as the controlling head of the whole poor administration in Scotland.

2091. *Chairman.*] You would collect it as a special tax, but by the same machinery as the income-tax?—Certainly.

2092. How would you deal with the limit to which the income-tax descends now?—I would make it the same basis; I would not come below the present income-tax basis. It is our opinion that the more you descend in the poorer classes, and the more you take the taxation from the poorer classes, the more you force them to come on the rates; that is our experience practically.

2093. Is it not your experience that the fact that they have to contribute to the poor rates prevents to some extent the claims becoming larger than they are upon the poor rates?—Our experience is quite the reverse practically; they themselves say so; they state that having contributed their share, however small, they look upon it as a sort of benefit society for which they have a right to claim a return. Now, in the parish of Dundee, under a 5 *l.* rental, the whole assessment that we receive is 951 *l.* We think that that is a disadvantage to us in money matters; by taking the income-tax you would remove the irritation of assessing poor people, and it would not injure us, while it would simplify the expenses enormously.

2094. Mr. *Hamilton.*] How would you assess dividends received in Edinburgh and London?—The same as in the case of the income-tax.

2095. The income-tax is deducted when the dividend is paid, is it not?—It could be arranged for in the same way as the income-tax.

2096. But the income-tax is not localised now?—There might be some small difficulties in the practical working of it, but they could be got over if the principle were admitted.

2097. Mr. *Miller.*] Suppose the case of a man receiving dividends in Edinburgh and living in Inverness, the poor's-rate would be charged, if I understand you, upon his dividends in Edinburgh; where would you apply that?—That might be a matter of consideration; the parish of his residence should have it, I think.

2098. You would transmit it from Edinburgh to Inverness?—I do not think that there would be much difficulty in those matters if you took the principle.

2099. *Lord Advocate.*] Supposing it to be possible to arrange all those matters, your view is that the county might be managed as one parish, on the principle of the prison board?—Yes.

2100. In that way, taking Berwickshire for instance, you dispense with the present parochial machinery?—Yes, in the various parishes.

2101. You dispense with the separate collector, because you collect by the income-tax collector?—Yes.

2102. And you dispense with making up any other roll, because you take the roll that the income-tax is made up on?—Yes.

2103. That is the principle that you would apply universally?—Yes; when the parish of Dundee, in 1861, was under means and substance, the rental was 158,364 *l.*; under the means and substance system the rent was taken as so much income; they were all classed together and the rental proportion of it was 158,364 *l.*, and the means and substance in the same year was 555,503 *l.*, making a gross assessable basis of 713,867 *l.*

2104. What is the difference between those two?—About two-thirds. The rate per pound of the poor's-rate for that year was 4·32 *d.*, say 4½ *d.* per pound; now it is 1 *s.* 7 *d.*

2105. Mr. *Orr Ewing.*] Is there much difference between the two; if you get 4½ *d.* on the 800,000 *l.*, is there much difference between that and 1 *s.* 8 *d.* upon the 150,000 *l.*?—There is no great difference.

2106. *Lord Advocate.*] The same sum is collected, but it is collected on different property and fewer people?—Yes; the whole 555,000 *l.* escapes just now, because it is all from rental.

2107. Mr. *Orr Ewing.*] By your suggestion of the collecting of poor assessment on the same basis of valuation as the income-tax, do you propose to give the power to the ratepayers or to the assessors in the county to make that assessment, or would you allow it to be made by the Imperial Government and to be handed back to the county?—The county board would fix what they required, that would be assessed as the necessary tax for the district.

2108. Do you think that it would be a desirable

Mr. *W. Hay.*

27 April 1869.

able thing that in every parish or county board the income or profits of manufacturers should be exposed to every person that thought proper to make inquiries into what they were doing?—I do not propose that; it is on the basis of the income-tax that I would have it done.

2109. But you would propose the local assessor or the county board to make the assessment upon that basis?—No, certainly not; according to my plan the district board fix what sum they require; they intimate it to the Board of Supervision; the Board of Supervision intimate to the parties, the income-tax officers, or whoever they may be, that that sum is required for A, B, C and D, to be collected along with the income-tax, and it is collected and handed over.

2110. You do not mean that each local board should have that power of assessment?—No, certainly not; I would just add to the schedule of the Income Act the poor's-rate.

2111. *Lord Advocate.*] Supposing that a parish requires 100 *l.* for its poor rate, it intimates that to the income-tax collector, he estimates how much in the pound would be required to produce that 100 *l.*, and he hands it over to the parish?—That is my idea.

2112. Mr. *Orr Ewing.*] Is it not at present considered a great hardship that a manufacturer who is accumulating his capital, should pay upon his entire income, when landed proprietors who have accumulated it only pay upon what has been accumulated for them?—I do not quite understand that question.

2113. Is it not considered a hardship that under Schedule D the charge should be the same as property; has it not been admitted to be a hardship?—Every person of course has an objection to his own rateability.

2114. But is it not admitted to be a hardship?—I do not know; I think it is a serious thing to tax a man's labour at the same rate as realized property.

2115. Would not this plan of yours be an aggravation of that?—I do not say that the present system of income-tax is to continue.

2116. *Lord Advocate.*] If it is just for the income-tax it is just for the poor-rate; that is what you mean?—Just so.

2117. Mr. *Hamilton.*] The income-tax collector would merely get at the rental of the proprietor, and he will not get at the dividends of any of his investments?—You find that at the place where he draws the dividends.

2118. To what income-tax collector would it be paid; how are you to trace it?—That is all done under the present income-tax system.

2119. *Chairman.*] Every individual is bound to make a return under any schedule under which he has property taxable?—Yes.

2120. Mr. *Hamilton.*] At present a proprietor in a county makes no return except of his income in the county; how would you get at the rest of his income?—Certainly there must be some supplementary mode of dealing with it. I have no doubt that all these matters could be satisfactorily arranged if you settled the principle.

2121. *Lord Advocate.*] Even if it were so, it would only be that you did not completely reach the income within the parish, but you would still have the rental and whatever income you could reach?—Yes.

2122. Mr. *Miller.*] Would it be fair to tax a large manufacturer for any poverty that might descend from his works, he having had the employment of those people in their healthy, vigorous state?—There are two sides to that question. The mass of the shopkeepers think that the reverse takes place, because the manufacturers draw all the Irish and foreign population to the place, and then, when the works stop, they throw them upon the general rate.

2123. Would it be unfair to tax the manufacturers, that being so?—No, certainly not; but I think that every man ought to pay according to his income.

2124. Mr. *Hamilton.*] You would call upon the proprietors, as I understand, to furnish returns, stating where his income was derived from?—Yes, that would be an improvement; at present we are put to great expense in making up the roll, by being obliged to include every householder or feuer, and the consequence is, with us, that a great expense, and an unnecessary expense, is incurred. We gave last year about 9,000 notices.

2125. Sir *Robert Anstruther.*] Do you refer now to occupiers under 20 *l.*, or under 5 *l.*?—Under 5 *l.* rental. The number of occupiers rented under 5 *l.* in Dundee burgh is 13,462.

2126. And you have to include them even though they are not liable to assessment?—We cannot keep them out now, in consequence of the rating for the franchise, which is a foolish thing, I think.

2127. Mr. *Orr Ewing.*] Is not that roll made up for you by the assessor without any trouble or expense?—We have to copy it over and classify it; we have to give notice to 13,000 people; they have to send in appeals if they want not to be assessed, and they are all of the poorer people. Now, the expense of all these notices is very large in practice; it is 9,000 notices in the Dundee parish alone, and 4,000 in Liff and Benvie. Nine thousand notices is an enormous work, practically; and not only are there the notices, but the receipts, and also lists have to be made of the irrecoverable. If the present system is to be continued, we ought to have a power given which will make it lawful to exempt all under 4 *l.* from being rated; that is to say, to take the valuation roll under the Valuation Act, and say that it shall not be necessary for the valuator to insert the occupants under 4 *l.*

2128. Would it not be better to do what is done at Glasgow, to exempt all ratepayers at and under 4 *l.*, and to make the assessment payable by the proprietor?—That we have no power to do.

2129. Cannot you get the same power?—Of course, it is a matter for consideration what is the best course, but now we must assess all.

2130. *Lord Advocate.*] Which do you think the best thing, to exempt them altogether or to assess the landlord?—I would exempt them altogether; there is only 960 *l.* under that limit in the whole of Dundee parish.

2131. Mr. *Orr Ewing.*] Would you not find it a great relief to parties occupying these houses to have the rate so paid by the landlord?—We have found in practice that the present system does not work well.

2132. But if you had the 960 *l.* raised on the property itself, and if the proprietor paid it, would not that be an advantage?—That is the whole gross rate payable under that limit at the present time.

2133. If you were changing from the present system to the income-tax system, would you maintain

maintain the present minimum at which income-tax is charged, or would you go down to a lower sum?—I do not think it would have any connection with the amount of income-tax as an income-tax.

2134. You are aware that 100 *l.* is the lowest amount now assessed for the income-tax?—I would make it the same basis.

2135. You would say that a man in receipt of 2 *l.* a week wages should not pay anything for the support of his poorer brethren?—Putting it in that way it is difficult to answer, but the general opinion in Scotland is, that you must take something like an income-tax to prevent an inquisitorial investigation into every man's circumstances.

2136. I am only asking whether you consider that a man who is in receipt of 2 *l.* a week, and his family possibly much more, ought not to pay to the support of the poor of his parish?—There is no abstract reason why he should not.

2137. Mr. *Miller.*] Might not the assessment be upon both systems, combining the rental and the income-tax?—I think so.

2138. And that would embrace the 2 *l.* a week man?—Yes, down to 5 *l.* rental.

2139. Mr. *Orr Ewing.*] If that plan were adopted your object of avoiding the trouble of making up the roll would be defeated, would it not?—No.

2140. *Lord Advocate.*] One assessor could make up the list both for the rental and for the income?—Yes, and not only for the poor-rate but for the prison-rate, and the police-rate, and everything in the town.

2141. Sir *Robert Anstruther.*] All assessments would come off one roll according to that plan?—Yes.

2142. *Lord Advocate.*] All assessments would be taken on the same basis by the same collector and handed to the same person?—Yes. We necessarily have a number of separate clerks now employed through the town occupied for these purposes at an enormous expense upon the ratepayers.

2143. Mr. *McLagan.*] I understand you to say that you approve of the combination of parishes as a means of reducing the expense of management?—Certainly; and I referred to the general superintendent of the poor as showing very much my view of it; that by a compulsory combination and by the poor-house system in any district you would reduce pauperism and encourage the management.

2144. We had it in evidence from Sir John McNeill that that is an expensive system; I think Sir John stated that there were few cases in which combination has been tried; that it is an expensive system, but that it worked very well in the North where a Mr. Gillanders acted as inspector?—If you take the poor-house paupers as a head as compared with the out-door poor, of course the expense of the poor is higher; if you contrast the expense of an out-door pauper with the expense of an in-door pauper, one to one, of course the in-door is the more expensive; but the operation and effect of the poor-house is to reduce by two-thirds the number that otherwise you would have on the out-door relief, so that taking the one with the other it compensates.

2145. Can you give us any statistics on that point?—I have given the Committee those, but that result is obvious.

2146. Do you think, then, that a combination of parishes would tend to the greater comfort of the paupers?—I think so; the poor-houses have tended to the greater comfort of paupers, the deserving paupers. We have by the poor-house system winnowed the deserving from the undeserving poor.

2147. Of the out-door paupers, I mean?—I am rather against out-door pauperism altogether.

2148. You would have none of it?—You cannot be without some of it, but I would make it the exception; if a person is entitled to come upon the parish for support I think there should be some test and some security that that person is really entitled to parochial relief.

2149. You might have the poor-house as a test, and still have a number of out-door paupers?—Take the case of Ireland; there are only about 40,000 *l.* out of 700,000 *l.* expended on the out-door poor, and the rate there is not one-half of what it is in Scotland.

2150. You would assimilate the procedure in Scotland to that of Ireland?—I am not enabled to say that; but the unanimous opinion of our board is, that the poor-house alone enables us to work the parish, and that there is a great deal given, very improperly, to the out-door poor.

2151. Mr. *Fordyce.*] Do you think that the result of using the poor-house as a test more stringently would be greatly to diminish the number of paupers?—I think it would do so; it would then secure that only those requiring support by the public would take the house, because the house is excellently managed in all these parishes by the Board of Supervision's control, and everything is of the best quality; and if a person is in such a state as to require to be supported by the parish, I do not think that it is any hardship for him to receive that relief in these well-established poor-houses.

2152. But do not you think that it would also have the effect greatly to increase vagrancy?—I do not think so.

2153. I think you stated that the great majority of those who were offered the poor-house, and refused it, became vagrants?—I think so; there is that tendency.

2154. Sir *Robert Anstruther.*] You did say that a certain number became vagrants, but not that it was the tendency of all those who refused the poor-houses to wander as vagrants?—No; we have a great number of wives deserted by their husbands chargeable on the parish, and do not know what to do with them. We have, just now, 75 on the roll, at the annual cost of 592 *l.* We have also a number of women with illegitimate children on the roll. We have 81 such women on the roll, and the number of children is 174, at the yearly cost of 540 *l.* We do not know how to deal with those cases.

2155. *Lord Advocate.*] Your poor-house test would not affect that?—No; there must be some more stringent law than there is now for a husband deserting a wife. I would make the law more effectual on that matter.

2156. Mr. *Mackintosh.*] What classification does your poor-house admit of?—A very good classification. We are very careful in separating the troublesome paupers from those well-behaved.

2157. We were told lately of a poor-house in which there was only one ward for what are called dissolute women, and also for respectable widows who were obliged to apply for relief; that is not the case with you?—We have never done

Mr. *W. Hay.*

27 April 1869.

done so; we have not treated the respectable widows in that way.

2158. You do not put them into the same ward with women of bad character?—Not with women of known bad character.

2159. In the case of a widow with children applying to you for relief, the mother and the family are separated?—Yes.

2160. And what intercourse are they allowed during the day?—They are allowed fair intercourse; as a rule we do not keep the children in the poor-house, we think it a bad system; we send them all into the country, and lodge them with cotters and small householders throughout the country; and strangely enough, we have never seen a single child brought up in that way apply in the parish again, never one came back; it is an excellent system.

2161. Sir *Robert Anstruther.*] You put them out in farms when you send them into the country?—Yes, with small cotters, or with ploughmen having houses in the country.

2162. Do you find, on the whole, that they are well looked after?—Yes.

2163. Mr. *Armitstead.*] And they become useful members of society?—We never have one of them back.

2164. Sir *Robert Anstruther.*] Do you not send round your inspectors to look after them; or is the fact of your never hearing of them again as you think, the best evidence of their being well cared for?—While they are on the parish, they are regularly looked after; then the parish put them out to service, and then we do not hear of them again.

2165. Sir *David Wedderburn.*] While boarded with the family, how often do the inspectors see them?—Once in three months. Then, too, we find a great increase of lunatics in the parish; 180 are on the roll.

2166. Mr. *Miller.*] How do you account for that increase?—They are better looked after by the Board of Lunacy.

2167. *Lord Advocate.*] I believe at first your board and the Lunacy Board did not draw together; but I understand that now you understand each other and are working harmoniously?—We are exceedingly well situated with the Board of Lunacy just now; and, in fact, we find them exceedingly careful, and we go on very well.

2168. Do you think that the treatment of lunatics has been greatly improved?—Undoubtedly. In the parish of Dundee, under the Bill of your Lordship some years ago, we had a license for 99 lunatics; we are now proceeding to erect an additional asylum in the poor-house, with the entire concurrence of the Board of Lunacy, who report our house to be even better than the lunatic asylum, and to afford excellent accommodation.

2169. Mr. *Miller.*] I ask you how you would account for the increase of lunatics, that is if you think there is an increase?—There is an increased number on the roll.

2170. You have been secretary for a great many years of the parochial board?—Yes, 15 years; and solicitor.

2171. During that time have the pauper lunatics increased?—About 50 per cent., that is in the number upon the roll.

2172. Do you think that those lunatics existed and were not known of, or is that class increasing of itself?—I could not say whether it is the class increasing of itself, or the more strict surveillance of them.

2173. How long is it since the lunacy board were in operation?—Since 1856, I think; about 10 years ago.

2174. Has the number increased since that time?—Certainly it has. Another point is the law expenses. I would suggest to the Committee whether they ought not to make the Board of Supervision, or a department of the Board of Supervision supreme in that matter as arbitors in all questions of settlement.

2175. *Lord Advocate.*] How do your board and the Board of Supervision get on together?—Very well; I have never heard a complaint. Of course there may be some improvement as to the constitution of the Board of Supervision. Perhaps there might be some country burghs represented in the Board of Supervision. I think it would tend to give it more public confidence if we were to extend the basis of it; but there is no doubt that the Board of Supervision must be supreme in all matters of the Poor Law. But I do not agree with the gentleman who gave his opinion before, that the Board of Supervision did not control the parochial boards. The objection is, that they control them too much, and perhaps I might suggest a mode of relieving that complaint. Just now the Board of Supervision hold the inspectors supreme in all these matters; they are looked upon throughout Scotland as in a sort of subservience to the Board of Supervision; they do not depend upon the ratepayers of the parishes and boards who appointed them. I would suggest whether or not the communication with the Board of Supervision ought not to be more direct either with the chairman of the board or the board itself; in fact, that the local board should be subject to the control of the Board of Supervision as directly supreme.

2176. Sir *Robert Anstruther.*] You think that the parochial board has not sufficient power over the inspector?—Yes.

2177. You think that he is apt to look upon himself as only answerable to the Supervising Board?—Yes.

2178. *Lord Advocate.*] But apart from that, you think that the present constitution of the Board of Supervision is satisfactory?—Yes; and they must have a board composed to a large extent of lawyers to settle these questions, which are often difficult questions of law.

2179. Mr. *Orr Ewing.*] Do you think it would be an improvement to give power to the Board of Supervision to settle all questions of disputed settlement?—Either the Board of Supervision, or any branch of it; but some tribunal ought to be created for that purpose.

2180. *Chairman.*] Would not that be creating a new tribunal which would eventually become as expensive as the present one?—No. I think that the Board of Supervision is quite capable of doing it now, because practically they do it in point of relief. If we give a pauper an inadequate allowance, he has the power of appealing to the Board of Supervision, and although the Board of Supervision do not fix the amount, they intimate to the parochial board that they want it to reconsider the matter; which is taken by the parochial board to mean that the sum is too small, and immediately the sum is altered; practically, therefore, they have the power now of fixing the amount.

2181. Mr. *Orr Ewing.*] You do not seem to suffer

suffer much from the present law, judging from the assessment in Dundee?—We think that we ought not to pay above one-half of what we do.

2182. Do you think that the poor should be managed in a manufacturing town, such as Dundee, for the half of 1*s.* 7*d.* in the pound?—Well, I should say 1*s.* I believe you will find a strong opinion throughout the country that there is something wrong in the increasing rate. Whether you find that increase in the poor rate or the management, it is against the people, and something should be done, and must be done, to meet that difficulty.

2183. *Lord Advocate.*] Have you got with you a statement of the actual amount assessed from 1865 to the present time in Dundee?—I will give that next time.

2184. Sir *David Wedderburn.*] I should like to ask you what period of time you would consider sufficient for either acquiring or losing settlement, if you take counties as your area of chargeability?—It strikes me that five years is a very fair period, if you are to continue the law of settlement.

2185. You would not diminish it to three years?—No; I would merely extend the basis of the area.

2186. Mr. *Fordyce.*] I think you stated that there were very few children in poor-houses in Scotland?—I cannot speak to other poor-houses, but we make it a rule to keep as few children as possible in the poor-house; we find it a very bad system.

2187. Mr. *Mackintosh.*] With regard to these children who are boarded out in families through the country, is the family relationship generally restored between them and their parents?—They are generally orphans and deserted children.

2188. In the case of widows with children, how is it?—If the child has a mother alive, we deal with the mother. I do not refer to those children that live with the mother.

2189. But, in the case of a widow with a family coming into the house, she is not relegated to a distinct house from her children?—Her children are kept in the house as long as she is there.

Friday, 30th April 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Loch.
Lord Advocate.
Mr. Mackintosh.
Mr. McLagan.
Mr. Arthur Peel.
Solicitor General for Scotland.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., IN THE CHAIR.

Mr. WILLIAM HAY, re-called; and further Examined.

Mr. *W. Hay.* 30 April 1869.

2190. *Chairman.*] IT appears from your evidence on the last occasion that in the case of children you only put those out to board with cotters who have no parents to be kept with them. Is that so, or do you put them all out to board with cotters?—The only children that we get on the parish in their own right are deserted children (with some cause for the parents deserting them) or orphans. They are all put out into the country. In case of a father or mother applying for relief having children, if the parent gets the offer of the poor-house, the children go to the poor-house temporarily. So long as the parent is there we do not separate the children from the parent. We have had cases in which, owing to misconduct on the mother's part by squandering the out-door relief, and not supporting the children properly, we have endeavoured to take the children from her, and send them to the country; we have done that in several cases, but that is only an exceptional thing.

2191. That is in the case of out-door relief?—That is in the case of out-door relief.

2192. Take the case of a woman deserted by her husband, or a widow with children, that you send to the poor-house; if you send her to the poor-house, you send her children along with her?—Yes.

2193. And in that case do the children remain in the poor-house so long as the mother remains there, or are they put out?—They are never put out in such cases.

2194. Do they go to school; the nearest parish school?—They are educated.

2195. Mr. *Loch.*] Did I rightly understand you to say that in exceptional cases you sometimes take the children from the mother in giving out-door relief?—There are very few cases of that kind; a confirmed drunkard, for instance, we might treat in that way.

2196. What power have the Poor Law Board under the law to do that?—We have only exercised that power in two or three cases, cases of drunkenness and bad conduct; and we have tried again and again to get the woman in the poor-house, but then she would leave the poor-house and apply for out-door relief again. At last we thought that we would try to take the poor children from her, and educate them away from her bad example.

2197. Is there power distinctly given by the Poor Law to separate the mother and children in that way?—It is an exercise of mercy to the children.

2198. You take the responsibility upon yourselves in those cases?—

2199. Mr. *Fordyce.*] Is it not the case that in the Dundee poor-house, the whole of the children are educated in the poor-house?—So long as they are there, they get education and religious training in the poor-house; we have a chaplain and a teacher.

2200. Is the chaplain also the teacher?—The same person.

2201. *Chairman.*] Do these persons with children remain permanently in the poor-house, so that you can tell us what becomes of the children eventually when they are grown up?—They always go with the parents when they leave the house; they are only temporary chargeabilities.

2202. Is there any case in which a widow with children goes to the poor-house, and remains there permanently?—I am not aware of any.

2203. You cannot, therefore, tell us what the effect of keeping the children in the poor-house is as to their subsequent status in the world?—I could not.

2204. Sir *Robert Anstruther.*] I think you said last time that the effect of sending them out was very beneficial?—We have found it so; perhaps the Committee will allow me to correct a clerical error in the statistics which I gave last time about the applications for parochial relief. I have now, as requested by the Lord Advocate, got these statistics of each year's applications and testing; I gave the gross number offered the poor-house during four years as 11,932. You will find that in answer to Question 2010. There is

a mistake in that, and I will now give you a parate corrected list counted since the last eeting of the Committee. In 1865-6 the num- r offered the poor-house was 1,378; accepted, 3; refused, 815. In 1866-7 offered the house 560; accepted, 689; refused, 871. In 1867-8, 046 offered the house; accepted, 889; refused, 157. In 1868-9, 2,362 offered the house; ac- pted, 1,002; refused, 1,360. Those are the ur years which I gave before; I could give the a years if desired.

2205. What do the totals come out, so that we y know where the error was?—The error was the sum total, I stated 11,932, the gross ought have been stated as 7,346 offered, the number cepted 3,143, and refused 4,203. It was a erical mistake in the return which led me to ake the mistake last time. Then Mr. Orr Ewing 2021 put to me the question whether the pros- rous state of trade in Dundee did not affect uperism. I then said that I could give the gures for 10 years; if the Committee desire it can give the figures now for 10 years.

2206. Will you do so?—In 1859-60 offered e poor-house 600, accepted 328, refused 272; 1860-61 offered the house 687, accepted 367, fused 320; in 1861-2 offered the house 1,034, cepted 492, refused 542; in 1862-3 offered the use 1,032, accepted 437, refused 595; in 1863-4 fered the house 1,174, accepted 474, and refused 0; in 1864-5 offered the house 1,492, accepted 4, refused 878. The others I have already given, t I will repeat them. In 1865-6 offered the use 1,378, accepted 563, refused 815; in 1866-7 fered the house 1,560, accepted 689, refused 1; in 1867-8 offered the house 2,046, accepted 9, refused 1,157; in 1868-9 offered the house 362, accepted 1,002, refused 1,360. That makes total for the 10 years of 13,365 offered the use, accepted 5,855, refused 7,510.

2207. Mr. *Loch.*] That is the measure of the eck which you think the poor-house estab- shes?—That is the exact check.

2208. Mr. *Fordyce.*] Have you any statistics show to what class of paupers those belonged ho refused the offer of the poor-house?—No; t I might get that too.

2209. Do you think that many of them were e aged and infirm poor?—Certainly not; I may peat the evidence which I gave before in nswer to Question 2010, "When an applica- on is received, it is examined into by the in- pector; he takes down the particulars of the se, reports to the parochial board, and they termine what is to be done; if it is a case hich is doubtful, they give the test of the poor- ouse; if, on the other hand, it appears to be a se of real honest poverty, they take into account hat out-door allowance in supplement they all give."

2210. I suppose they were principally women ith children who refused the offer of the poor- ouse?—No; that is the exceptional case.

2211. Were they able-bodied?—No; we can- ot deal with able-bodied poor at all.

2212. At the time that they refused the offer the poor-house had they any visible means of bsistence except by begging?—We thought at at time that they were imposing upon the rish.

2213. Sir *Robert Anstruther.*] Had they any ouses of their own, because it is often thought at sending them to the poor-house breaks up y little feeling of respectability or home comfort they may have about them?—In some cases they have houses; we think that in those cases the family or friends ought to support them, and not the public; they are cases of attempted imposition.

2214. Were those who refused the offer of the poor-house those who had houses or not?—I should say there were cases of both kinds.

2215. Mr. *Fordyce.*] You said in 1867-8 889 accepted the poor-house and 1,157 refused?—Yes.

2216. Are you aware that by Colonel Kinloch's Report, it appears that vagrancy increased in that year, in Forfarshire, by 400?—It may be so.

2217. You think there is no connection between them?—We find tramps going from parish to parish, and there will always be that.

2218. Mr. *McLagan.*] The question was put to you before, but I would like a more distinct answer to it, whether in those years, when so many applied for parochial relief, trade was not much duller in Dundee?—It was duller; but I can give you the applications for 10 years to meet that question.

2219. Mr. *Ellice.*] With reference to those 13,000 that were offered the house, of whom only 5,000, taking it in round numbers, accepted the offer, I think you were asked whether those who refused the house in your opinion are paupers, in the legal acceptation of the term, and your answer was "Certainly not." Am I correct in so understanding you?—I meant to say that we were of opinion that the parties did not require parochial relief, from circumstances connected with each case.

2220. Therefore that they were not paupers in the legal acceptance of the term?—That they were not deserving paupers.

2221. And yet you offered them the poor-house?—We thought that the wish to be put upon the rates was simulated, that they did not require relief, but that they ought to have been otherwise provided for.

2222. Were those people offered the poor-house?—They were offered the poor-house as the only way of testing whether it was a reality; I will now give the applications for parish relief for ten years; our year runs from February to February. In 1859-60, the number of applications was 1,091; in 1861, the number was 1,265; in 1862, it was 1,422; in 1863, it was 1,397; in 1864, it was 1,548; in 1865, it was 1,693; in 1866, it was 1,946; in 1867, it was 2,097; in 1868, it was 2,529; in 1869, it was 2,597; those will, I think, give you the data required.

2223. Mr. *McLagan.*] Could you tell us what was the increase of population during those ten years?—I should think it may be 12 per cent.; from ten to 13 per cent.

2224. Mr. *Loch.*] What is the population of Dundee now?—The burgh is calculated just now at 110,000. The burgh extends upon two parishes: The parish of Dundee may be said to be from 85,000 to 90,000; Liff and Benvie, about a fourth or a fifth part more.

2225. And that is the population which comes within the scope of the Poor Law management, which we are now speaking of?—I am speaking of the parish of Dundee, calculating the population at about 85,000.

2226. And I think you mentioned in your evidence that there were about 20 per cent. more people employed now than in 1860?—That is about it.

Mr. *W. Hay.*

30 April 1869.

2227. Therefore you say that trade is brisker in 1869 than it was in 1860?—Certainly; there is a great deal more trade.

2228. Much more so than the increase of population?—I think so.

2229. Therefore you cannot say that the great increase in the number of applications has arisen from a dulness of trade?—No, I do not think so; I think the right inference can be drawn from the figures that I have given. Then there has been a great increase in the number of cases of lunatic poor. I can give that for 10 years. This is for the parish of Dundee: In 1859, there were 114 upon the roll; the annual cost at that time being 2,046 *l.* 19 *s.* 11 *d.* In 1860, 115 on the roll, annual cost, 2,377 *l.* 3 *s.* 8 *d.*

2230. Sir *Robert Anstruther.*] That is to say, only one more lunatic cost 331 *l.* more?—That is the highest cost; I will explain that immediately. In 1861, 122 upon the roll, and they cost 2,247 *l.* 1 *s.* 5 *d.*; in 1862, 136 upon the roll, costing 2,601 *l.* 17 *s.* 9 *d.*; in 1863, 138 upon the roll, costing 3,560 *l.* 4 *s.* 6 *d.* (that is for 15 months; at that time we changed our system from means and substance to rental, and that leaves three months between February and Whit Sunday that had to be reckoned in the next year); in 1864, for 12 months, 135 upon the roll, costing 2,663 *l.* 0 *s.* 5 *d.*; in 1865, 144 upon the roll, costing 2,925 *l.* 7 *s.* 1 *d.*; in 1866, 156 upon the roll, costing 2,577 *l.* 16 *s.* 5 *d.*; in 1867, 155 upon the roll, costing 2,794 *l.* 1 *s.* 7 *d.*; in 1868, 170, costing 3,182 *l.* 4 *s.* 10 *d.*; in 1869, 180 upon the roll, and the year being current up to Whit Sunday, I have not the sum yet. That statement is authentic from the books. In connection with that probably I may be allowed to refer to a report published in February last by the acting Committee of the Dundee Board, referring to the question of these lunatics and their actual cost. "There are 181 insane poor on the parish, and 63 of these are in the wards of the house, there being at present accommodation only for 69 in all. But when the additions ordered to be made shall be completed, there will be accommodation afforded for 99 lunatic patients. The weekly cost of each lunatic in the house for the last six months was 5*s.* 4*d.*, without the proportion of feu duty and interest on buildings, which, if estimated, would add about 1*s.* a week for each inmate, making the figure 6*s.* 4*d.* a week in the poor-house for each lunatic."

2231. *Chairman.*] That is including all charges?—Including all charges. "This is small, as compared with the sums charged by the directors of the lunatic asylum, being 10*s.* a week in Montrose Asylum, and 9*s.* a week in that of Dundee. The additional accommodation, when completed, will thus effect a great saving to the ratepayers. Both the General Commissioners in Lunacy and the District Board unite in approving of the treatment of the lunatics in the poor-house, while it has been the desire of the Committee to afford this class of poor whatever attention and care their condition required." That is a statement of how the matter stands in Dundee.

2232. Mr. *Ellice.*] You have given us there the separate cost as between the paupers that are kept in the poor-house and those kept in asylums?—Yes; I have given the Committee the cost in the house as compared with the asylums; it is 10*s.* a week in Montrose asylum, and 9*s.* in Dundee, while the poor-house cost is 6 *s.* 4 *d.* The ordinary poor I shall give you also. "The Committee are carrying out the alterations and additions to the poor-house found necessary by the increasing wants of the parish, and introducing appliances with the view of economising the expenditure of the establishment," heating processes, steam boiling, and all those apparatuses. "The daily average numbers in the house of ordinary poor for the year has been 375, besides 65 lunatics; together, 440. For the right management of so many poor people, great care and attention are necessary, and the Committee continue to find that the governor and matron have been most attentive and efficient in the discharge of this duty. The plans of the additions and alterations at the house were last year approved of by the Board, and also by the Board of Supervision and the Board of Lunacy, and the Committee are satisfied that when completed the additions will afford sufficient accommodation for the parish for a number of years to come. During last year, while a greater amount of sickness prevailed among the inmates than in any previous season, yet the average cost of each inmate has been less than the preceding year." The provisions are less than last year. "For the last six months, ending in December, the average nett weekly cost was 4*s.* 3¾*d.*, or 5 *l.* 11 *s.* 11½ *d.* for the half-year."

2233. That is over the whole?—No; the ordinary poor. I shall give you the lunatics too.

2234. Sir *Robert Anstruther.*] That 4 *s.* 3¾ *d.* as against 6 *s.* 4 *d.* for the lunatic poor in the same house?—Yes. "This included feu duty, interest on buildings, and insurance, and management. For the provisions, clothing, medicines, and necessaries alone, the weekly cost was 3 *s.* 2 *d.* each inmate."

2235. Ordinary poor?—Ordinary poor, without the fancy charge for buildings; because, in point of fact, the debt is being paid off every year; therefore, although we keep a nominal sum for interest, yet in reality it is not paid, except the interest upon the actual debt; therefore 3 *s.* 2 *d.* is the actual amount for support.

2236. Three shillings and twopence is maintenance alone, and the 4 *s.* 3¾ *d.* covers all establishment charges?—The 3 *s.* 2 *d.* is maintenance, provisions, clothing, medicine, and necessaries. Then in regard to the sick poor, "the additional accommodation provided at the poor-house for this class of the inmates has been of great use during the year. There has been an unusual number of sick poor during the last six months, and including those in hospitals, and treated in the sick wards, there have been as many as 147 patients at one time"; that is to say, under treatment in the house.

2237. Mr. *M'Lagan.*] What diseases does that refer to, infectious diseases?—No; we do not allow any infectious diseases there; it is general, old age and infirmity.

2238. Mr. *Fordyce.*] Do you refuse to allow any cases of infectious diseases to enter the house?—We have separate wards for them; the statistics that I gave of the ordinary poor, included the sick poor; then as to "children on the board," the committee, as a rule, send the poor children to be boarded with families in the country willing to undertake this duty; there are at present 162 children chargeable to the parish, the most of whom are thus lodged in the country; these

ese children are well attended to, and receive a ain and useful education, and, in proof of the pro-iety and efficiency of the course of treatment, ere has hardly been an instance of any of these ildren, after being able to work for themselves, er coming back on the board.

2239. Sir *Robert Anstruther.*] How much do ey cost?—Two shillings and sixpence a week, cluding everything.

2240. Is that children of all ages; is it 2 *s.* 6 *d.* r a child of six, and 2 *s.* 6 *d.* for a child of nine ars?—It is the average all through; of course hen they get up in age, we put them out to me useful employment.

2241. That 2 *s.* 6 *d.* includes board and lodg-g?—Yes.

2242. Mr. *M'Lagan.*] Have you any difficulty getting employment for them after they leave u?—No.

2243. What is the general trade they are t to?—Everything; shoe-making or anything e, but generally in the country. They all have rned out well, as we learn from the farmers, pecially the girls.

2244. Mr. *Loch.*] Up to what age do you pay at 2 *s.* 6 *d.* a week for them?—Perhaps till ne or ten.

2245. Does that include schooling?—No.

2246. I ask that question with reference to a turn in the last Annual Report; I see in the lumn opposite to Dundee that there is put wn as the number of children inmates at school the poor-house, 22; and none are mentioned being out of the poor-house?—But that must the poor-house return.

2247. In other places than Dundee, they put e number of those that are out of the poor-use?—It is only an abstract of the poor-house turns.

2248. Then this large number of children of om you spoke just now are boarded and hooled in the country?—Yes: 162.

2249. Sir *Robert Anstruther.*] Will you men-n the cost of their schooling?—It is very small; ey go to the parish schools.

2250. Just the fees?—Just the fees; we pay em the same as if we were the parents of the ildren.

2251. Does the person taking charge, the in-ector, take those fees?—We pay the fees direct the schoolmasters; in reference to a question t to me, whether I had the rateability of assess-ent of the various landward parishes of the unty, as well as the burghs, I said that I had not; have that now from statistics very carefully epared by the Montrose Board; the Provost of ontrose sent it to me by this post; I will hand it in (*handing in the same.*)

2252. What is the general result?—The general ult is that, in town parishes, the rate per pound ery large, compared with landward parishes; I y say in general, landward parishes run about ., 4 *d.*, 5 *d.*, and 2 *d.* in the pound.

2253. Mr. *Ellice.*] In what parish is it 2 *d.* in pound?—Inverarity; that is 2 *d.* on the owner, d 2 *d.* on the occupier; I may say that the erage is in landward parishes about 7 *d.* to 8 *d.* 9 *d.*, and in the burgh parishes, about 1 *s.* 7 *d.* 1 *s.* 8 *d.*, or 1 *s.* 10 *d.*

2254. Mr. *Armitstead.*] I think that Sir John Neill told us that the per-centage of paupers larger in landward parishes than in town ishes; do you agree with that?—I think that fallacious way of putting it.

2255. What is your opinion of it?—My opinion is, that the number of paupers to the population of a parish is no criterion at all as to the assessment of a parish or the amount of rates. Take a small landward parish, it may be that there are eight or ten, or twenty poor widows getting 6 *d.* or 1 *s.* a week in aid, living in cotters' houses, those are counted as paupers; but if it is a comparison with a town parish, where we test the paupers, and where they are truly paupers, it would be a very unequal comparison. The number may be larger in the landward parish, but the cost would seem very insignificant compared with the amount in towns; therefore, it may be actually the case that the number in a country parish may be large, but the sum paid in the whole very small compared with the same number in a burgh; I know it is so.

2256. You think that the rates are, in consequence, not higher in the landward than in the town?—It is obvious from the statistics that they are smaller compared with the towns, and that is the cause of it. Therefore, to argue that because the number of paupers is higher in a landward parish, therefore the assessments there are as heavy as in a town, is a fallacy. Therefore we find that the parties objecting to a combination or union of parishes are the county proprietors, the landward proprietors. They say, "It would raise the rate upon our landward rentals." To argue the contrary we know to be against the actual fact.

2257. Mr. *Loch.*] But is not this the case that in the landward parishes the 2 *d.* or 4 *d.*, or whatever the rate may be, is assessed upon the agricultural rent paid by the tenant?—One-half upon the proprietor, and one-half upon the tenant. Suppose you are to raise 1,000 *l.*, there is 500 *l.* upon the landlord, and 500 *l.* upon the tenant.

2258. When you spoke of 2 *d.* just now as the rate in some cases, you meant 4 *d.* as the whole rate?—Yes; and I corrected that by saying that 6 *d.* or 7 *d.* might be an average.

2259. In the case of the 8 *d.* rate, 4 *d.* is leviable upon the farmer for the rent paid for the land?—The owner pays one-half.

2260. It is assessed upon the rent paid for the land?—There is a classification, you are aware.

2261. In some cases?—In all, I believe.

2262. In mixed parishes, do you mean?—In all parishes; in the case of a farmer at 100 *l.* rent, it is generally taken as 33 *l.* 6 *s.* 8 *d.*, one-third for rent, one-third for cultivation, and one-third for tenant's profits. That is the mode we generally take.

2263. Is the rate assessable in Dundee, the rate upon the rental of the houses in Dundee?—There is 9 *d.* upon proprietors, and 9⅜ *d.*, I think it is, on tenants.

2264. *Chairman.*] That is in the parish of Dundee?—Yes.

2265. Mr. *Loch.*] But that 9 *d.* is 9 *d.* upon the rental of the premises?—Upon the annual value.

2266. Which is ascertained from the rental in case there be a rent?—Yes.

2267. *Chairman.*] You will see that by a return we have in the year 1865, it was 11 *d.* upon owners?—It has been reduced 2 *d.* a pound in the last three years, which we account for in this way, the more rapidly the value of property rises the more it widens the basis of the rate.

2268. Mr. *Ellice.*] Your rate is levied upon the valuation roll?—Yes.

2269. Mr. *Loch.*] But the person occupying a house

Mr. *W. Hay.*

30 April 1869.

house upon which the rate of 9*d.* is levied, is a person in business, a shopkeeper or merchant?—He may be so.

2270. Mr. *M'Lagan.*] Do I rightly understand you to say that in those landward parishes which are assessed, the tenant is assessed only on one-third of the rent?—I do not say absolutely one-third, but there is a classification very nearly to that extent. In Liff and Benvie the classification is a fourth, I think.

2271. Is that usual?—In all cases; it would not be just otherwise.

2272. Mr. *Ellice.*] The classification is not universal, is it?—It is universal in burghs, having partly a burgh and partly a landward population. If they are all farmers in a parish, it is no consequence; it is only of consequence in a case like Dundee and Liff and Benvie, where 100*l.*, say, is charged as house rent, and 100*l.* as the rent of a farm. Now, in the case of the farmer he only pays upon 33*l.* 6*s.* 8*d.*, as compared with the house in Dundee. And there is a Bill in Parliament just now about making the gross rental the basis of assessment, which is causing a great deal of discussion through the country. The Lord Advocate proposes to assess upon the gross rental in all cases. Now, in city parishes I do not know that there is any objection to that, because if they are all in the same category, houses and shops and so on, it comes as broad as it is long, if you take off 20 per cent. you raise the rate so much, and it comes to the same thing. But just now the classification generally is 20 per cent. off houses in respect of insurance and repairs, and wear and tear of house property, and off land five per cent. Therefore, if you are without limit to charge the gross rental in all cases, you would be making a charge of 15 per cent. against house property in comparison with land.

2273. Mr. *Anderson.*] But do you understand that the Lord Advocate's Bill is meant to abolish classification?—This is not classification; it is rental. Just now the owner of a house, rented at 100*l.*, pays upon 80*l.*, he gets a deduction of 20 per cent. before he is rated. If this Bill passes, he will pay upon the full amount of 100*l.*, his proportion of the rate. The farmer, the proprietor of the land rented at 100*l.*, pays upon 95*l.*; consequently, if he has to pay upon the 100*l.*, it is only 5 per cent. against him, whereas it is 20 per cent. against the house proprietor.

2274. Mr. *Ellice.*] You say that 5 per cent. is deducted from the agricultural subject, and a larger per-centage off the house; perhaps you are aware that in last year's discussions upon our franchise I was able to show that in some of the western counties of Scotland no less than 75 per cent. was deducted from the agricultural subject in this classification, and only about 30 per cent. off house property?—You will observe that the classification only refers to occupancy; there is no classification of proprietors.

2275. But it was shown, then, that the classification, as allowed by the Board of Supervision (because the classification, when it is once settled, cannot be altered without the consent of the Board of Supervision), in many parishes in the west of Scotland, which you might take to be almost suburban parishes, they were so connected with towns, allowed a deduction of 75 per cent. upon the agricultural subject, and only about 30 or 35 per cent. upon house property and shops?—That may be so, but that is only on the occupancy half.

2276. Sir *Robert Anstruther.*] You are speaking of deductions now, which is by clause 37, and the classification is by clause 36?—Yes; I am not speaking upon classification now, but upon deductions. Classification is quite a different thing altogether, because railways are classified, and mines and minerals, and all those things. I am speaking about the gross rental. The proposal, as I understand it, made by the Lord Advocate is to take the gross rental upon the valuation roll, and there assess, without any deduction whatever, all classes of property. Now, I rather think that that forced equality will lead to inequality or injustice, because things are not always alike; and if you force things to be alike when they are not alike, that is injustice. I think that Mr. Goschen has taken the right view. I have seen his Bill, and he acknowledges that there are, in large communities, subjects which are not equal, and that you must make them equal by classification.

2277. Mr. *Loch.*] But all other rates in Scotland, you are aware, are levied upon the gross valuation?—It is so.

2278. The poor-rate is the only exception?—It is so.

2279. Sir *Robert Anstruther.*] It would be much more convenient, therefore, as an abstract question that the poor-rate should be levied upon the same valuation?—I do not object, as far as burghs are concerned, but where you have partly a burghal parish, and partly a landward parish, I think it is objectionable.

2280. *Chairman.*] You speak of Mr. Goschen's Bill; you are aware that there is no classification in the English Poor Law?—I have met Mr. Goschen on the subject, and, as I understand, he is trying to fix a sum on which the rate shall be put, corresponding to the value of each subject; that is to say, he takes for instance a large map of buildings let to weekly tenants; there is 100*l.* actual rental there, we will suppose; and he says, "For the purposes of rating, considering the loss of money and the expense of repairs, we will put that down at 80 per cent., as compared with a good house of a rental of 100*l.*" That is the principle upon which he proceeds, I think.

2281. You perhaps have not apprehended my question: in Scotland we have two modes of rendering the assessment exigible; we have the 36th section, which gives power to classify certain properties; and we have a further power of adjusting by the 37th section, which enables us to differentiate between different individuals: now I believe in England the first, the classification such as we have in Scotland, does not exist; they have nothing but the system of deductions, and that is the only means they have of endeavouring, so far as they think proper, to make the adjustment equitable?—Yes.

2282. Do you not think that it is more advantageous to lease the thing on one broad basis, the basis of rental, and to adjust equitably between the ratepayers by means of classification?—Certainly so; that is the principle of the Poor Law. It is only in the case of occupancy that the classification applies; and in Dundee this is fixed by the Board of Supervision; one-half of the poor assessment is there paid by the proprietors and one-half by the tenants and occupants; before apportioning the amount, there is a deduction for repairs, assurance, &c. &c., of 20 per cent. made from the annual value as entered on the valuation roll of all houses and town property,

erty, and of five per cent. as regards agricultural ubjects; and this deduction applies both to the nant's half and to the proprietor's half. That is deduction, and not a classification. There are ree classes as representing occupants: "class one, comprehend all lands and heritages not included nder classes two and three," that is to say, everying beyond what is next to be specified: "class o to comprehend quarries, fishings and railways; ass three to comprehend all lands and heritages ed for agricultural purposes, including market rdens and nurseries." The rate of assessment pon the annual value of subjects comprehended class two; that is, quarries, fishings, and railays, is three-fourths of the whole. Supposing e rate to be 1 *s.*, then it would be 9 *d.*, and the te of assessment upon the annual value of subcts comprehended in class three is one-third of e rate imposed on class one; that is to say, it is *d.* on the shilling. In terms of that classification e rate is laid on.

2283. Sir *Robert Anstruther.*] In class one ere is no deduction?—It pays the full rate, e others pay three-fourths and one-third reectively.

2284. Mr. *Hamilton.*] Class one includes house roperty?—Yes.

2285. *Chairman.*] You do not mean to say at there are no deductions allowed under class e?—No deductions, save 20 per cent.; 20 per nt. is taken off the value on the roll.

2286. But with regard to lands and heritages, it not the case that for the owners of lands and ritages deductions are now allowed of 10 per nt., and 20 per cent. for the tenants?—No; e allow 20 per cent. on the value altogether to th parties, and five per cent. off the land roperty before proceeding to classify it.

2287. Mr. *Loch.*] You are now speaking of the eductions which may be made in respect of rious kinds of property before the rate is made all?—Yes; we allow 20 per cent. for houses, d five per cent. for lands, and then we classify terwards for the occupancy.

2288. *Chairman.*] Are you aware that in some rishes it has been found so inconvenient that ey have endeavoured to simplify the matter by ducing the reductions; thus, supposing the lowance was 10 per cent. off land, and 20 per nt. off houses, to save a great deal of work they ve agreed to make it no deduction from land, d 10 per cent. from houses, which would be the me ratio?—It would just come to the same ing.

2289. Does not that indicate that that system deductions is a laborious one and must lead to eat expense?—It will not create any difficulty you make a general rule of 20 per cent. deiction from all rentals.

2290. If you take 20 per cent. from all, there no advantage in that?—No; it is no advantage a town parish, where all the property is of the me character; but if you have houses in one rt and landward property in another, it makes a fferential rate of 15 per cent., because it is ly five per cent. off land now.

2291. Mr. *Orr Ewing.*] Am I to understand at you are in favour of classification?—I think is just; I think that things that differ must managed as nearly as possible by classifiion.

2292. What is the principle on which it is just at a manufacturer should get a deduction llowed him of 33⅓ per cent. off his rent?—We do not give 33⅓ per cent.; we give 20 per cent. deduction.

2293. But Mr. Goschen's Bill, of which you expressed your approval, gives 33⅓ per cent. deduction in England?—Of course there are various parts of the Bill that I do not agree with. But you will observe, in regard to the question of manufactories, that it is a very difficult practical question to solve. I mean in this way: we find in all the other house property and shop property we get a test by the rental, because it is generally let; but in the case of manufacturing property it is scarcely ever let; it has no definite annual value. We therefore have to take the mode of trying to arrive at the annual value; and the manufacturers only pay upon what is called the heritage, that is to say the shell of the building, and the fixed machinery, as they call it, but all the going machinery causing the rental is never taxed. Therefore we must approximate to the annual value of the heritage, as compared with the rental that the subject would give, and they get a reduction in that way before the property is put on the roll.

2294. But is it not the same thing with a house; they do not assess the furniture, but just the shell of the house?—But it is not a mill at all without the machinery.

2295. The machinery of a mill is in the same position as the furniture of a house, and therefore the furniture is assessable; is that what you say?—The argument is that it is not really a mill without the machinery.

2296. My question was, do you consider it to be just to allow 20 per cent. reduction to the manufacturer, and your answer to me is that it is difficult to ascertain the real value, and that that is your reason for the justice. I deduce from that answer that you are unjust in regard to the amount at which you assess the manufacturer, and then to make yourself just, you give him a reduction of 20 per cent.; is that what you mean?—I mean the very reverse. We do not assess the machinery just now; we merely assess the heritage as compared with the house property.

2297. But my question to you is what you do assess?—The mere shell.

2298. *Solicitor General for Scotland.*] With such portion of the machinery as is heritable, which is the most valuable portion of it generally, is it not?—It is of course a very small portion of it, only the fixed shafts and engine.

2299. Mr. *Orr Ewing.*] I want to know on what principle it is just that the mill-owners should be entitled to 20 per cent. deduction upon the gross valuation of his mill?—On just the same principle as the deduction to house property on account of repairs and expenses in keeping it up.

2300. But why is a house proprietor entitled to 20 per cent. reduction upon the gross valuation?—We all know that the owner of property has repairs and insurance to meet in order to keep up the rental which he is drawing from the property.

2301. Would it not be equally just that deductions of the same kind should be made from the charge of the income-tax?—I cannot speak of the income-tax.

2302. But are not all our other taxes paid upon the gross valuation?—You put the question upon the justice of the case, and I have shown that.

2303. If every other assessment is made upon the

Mr. *W. Hay.*

30 April 1869.

the gross valuation, why should there be an exception made for the assessment for the poor?—I say that I think in towns with property of the same kind, there is no difference in the case of house property and mill property. In Dundee, for instance, it is a matter of no consequence whether you give the reduction or not, when they both get the same.

2304. You condemn the Lord Advocate's Bill, and you approve of Mr. Goschen's Bill, as I understand you, and I wish to get from you, as representing an important town of Scotland, what your reasons were for defending Mr. Goschen's Bill and disapproving of the Lord Advocate's Bill?—I can give you the reasons that satisfy myself.

2305. Will you confine yourself to that one point that I put to you?—What I say is this, that the mill property is only valued as heritage the same as a house property, and that the mill property and the house property are in Dundee upon the same footing in that respect, and they get the same deduction.

2306. Mr. *Arthur Peel.*] You have put the case as between agricultural subjects and house property; may I gather it to be your opinion that a uniform deduction from the gross value of house property is unfair upon the smaller and worser kind of house?—That is my opinion.

2307. And therefore you are in favour of a differential scale?—Yes.

2308. Mr. *Orr Ewing.*] I think you said that rural parishes were not assessed so heavily for the support of the poor as the burghal parishes?—That is my idea.

2309. Did you not say the reverse on the last occasion?—No, certainly not.

2310. If you refer to question, number 2071, you will see that Sir Robert Anstruther asked you this question: "But it would increase the rates in the county parishes a great deal, would it not"? To which you replied, "Of course they would have to take a share of the burgh population, and they ought to do so." Is that correct?—If that implies that the rate in the landward parishes is equal to the rate in the town parishes it is a mistake; it was not meant so. I find that the average in the landward parishes is much less than the average in the town parishes.

2311. Have you given the question of assessing on the basis of the income-tax much consideration?—No, I have not; there seems to be a general opinion, just now, that some change ought to be made, and of course, it is a matter for mature consideration.

2312. You have not given it your special attention?—I have not given the working out of the matter special attention.

2313. Are you aware what amount of money would require to be assessed for the maintenance of the poor in Scotland?—Just now it is about 840,000 *l.*

2314. What tax in the pound would it require?—From 4 *d.* to 5 *d.* a pound, I should think.

2315. Is not it 6 *d.*?—From 4 *d.* to 6 *d.* on the outside.

2316. Suppose it was 6 *d.*, and you were changing the basis of the income-tax, and going down to 50 *l.*, do not you think that it would be a very great increase upon the working classes to assess them at 6 *d.* in the pound, upon 50 *l.*?—I do not propose so, I think they pay much more now; they pay in Dundee now 9½ *d.* a pound upon the rental.

2317. Supposing it was 6 *d.* (which I think is correct) that would be required, upon 50 *l.* it would amount to 1 *l.* 5 *s.*?—I do not propose to assess them on less than 100 *l.*

2318. I thought you said you would?—No, I said I would stand to the income-tax.

2319. Would not that even make it bear hard upon those who had just 100 *l.*?—I would take what is good for the income-tax as good for the poor rate.

2320. Sixpence upon 100 *l.* is 2 *l.* 10 *s.*, what would be the rental of a house that a workman earning 100 *l.* would occupy with his family?—Perhaps 12 *l.* or 15 *l.*

2321. In my part of the country he would be occupying a house of about 7 *l.* or 8 *l.*, but even taking it at 12 *l.*, your assessment is at present 1 *s.* 9 *d.* in the pound?—About that.

2322. £. 12, at 1 *s.* 9 *d.* in the pound, would be exactly 21 *s.* He would, by your system, pay 2 *l.* 10 *s.*, and at present he is only paying a guinea?—I do not think that he would pay so much as 2 *l.* 10 *s.*

2323. *Chairman.*] Do you know at all the produce of the income-tax in Scotland?—I think it is about 600,000 *l.* or 700,000 *l.*

2324. Are you aware that at the time the income-tax was 4 *d.* in the pound it raised 700,000 *l.*?—I think so. There is another thing: by the plan suggested you would have parties paying to the poor who ought to be paying, and who do not pay now.

2325. Would you not also be relieving a number that do pay?—Yes; but they ought not to pay. The change to the rental system in Dundee had this effect, that whereas formerly we had only 7,900 inhabitants of the town assessed for the poor rates under the means and substance (which was very objectionable, with an exemption only under 30 *l.*); under the present system we have 21,000 ratepayers in the town. There are three times the number of working men in Dundee assessed under this system than there were under the former one.

2326. Mr. *Orr Ewing.*] What was the last year of means and substance?—1861.

2327. What has been the increase in the population since 1861?—I should say about 12,000, or 13,000. We relieved from the payment of poor's rates on the ground of poverty, in the years 1863–4, 4,896 individuals. In the years 1864–5, 1865–6, and 1866–7, we did not assess any under 3 *l.* rental, and still there were 2,195 relieved in 1864–5, 1,783 relieved in 1865–6, and 2,272 relieved in 1866–7. Last year, in consequence of the Reform Bill, we were obliged to rate them to give a vote. In 1867–8, the year before the operation of the Reform Act, we relieved 5,591; last year, 1868–9, when the Act gave the vote to ratepayers, there were scarcely any applications for relief at all from the male population; all the applications were from females.

2328. *Chairman.*] What was the proportion before the Reform Act as between males and females applying for relief?—About the same; more males.

2329. And this last year, since that Act, there were very few males applying?—Yes, the male population have been obliged to pay the rates to have votes.

2330. And they did pay them?—And they did pay them.

2331. Or did somebody pay them for them?—I do

o not know that; but I think that law very ective.

332. How many applicants for relief from the , on the ground of inability to pay, were there he year in which you relieved 5,000, or did relieve all who applied?—I could not say exact number; it was very nearly the same he number we relieved; I think, from what ave seen of the working of the law, that it is ardship inflicted upon the poor working man r supporting his wife and family, and educating children, to be obliged to pay the poor-rate for privilege of a vote; I think that is a wrong ciple.

333. Has it not the effect of increasing the nber of applicants for poor relief, on the und that they think they have a right to the d to which they have contributed?—We find, erally, in extending the basis of assessment the poorer part of the population, that they k upon it in that light, that they are paying t were a premium to enable them to apply for ef when they want it.

334. *Lord Advocate.*] You mean that it inases the applications for parochial relief upon ground that they have paid to the rate as if an insurance?—That is the opinion of the ble committee of the Board.

335. *Chairman.*] Can you tell us at all in at class that increase has taken place, from 00 to 21,000 ratepayers?—All in the poorer s.

336. May we take it to be the practical result he abolition of means and substance in Dundee, t you have brought in to pay rates about 000 people of the poorer classes who did not before?—I should say that we have brought large proportion of those who did not pay ore of the poorer people.

337. What has been the effect of the change individual instances; I believe you can illuste it in your own case?—In our own case my e's family hold considerable property, house l shop property, in Dundee, with a rental of 00 *l.*; and the difference is that we pay three es now what we formerly did, and that is taken those who do not live in the town, but rent mises in the town, and derive large incomes he town.

338. May I take it that the practical result been to relieve the rich at the expense of the r?—Undoubtedly.

339. *Lord Advocate.*] Would you liberate owners of these small houses from all payat of rate on them?—I would, and I will tell why; I have found in practice, that if you a rate upon the proprietor, he just puts it n the rent and the tenant is not relieved; nly pays it in a different way.

340. But if the proprietor has some 20 or 30 hese tenements rented below 4 *l.*, do you think easonable that he should pay nothing?—He s his own half of the tax as proprietor, and n the house he occupies.

341. You would not put the other half upon ?—And I state the reason, namely, that we l it is more injurious to the poor.

342. You mean that the landlord puts it upon rent?—Undoubtedly.

343. That, of course, must have a certain reon to the demand; it is the fact, that these ements in most towns are held by a limited nber of proprietors?—A limited number of prietors. What I have stated is at all events my view of the matter; then with regard to the suspense poor, there is a good deal of expense connected with that.

2344. There is one question I want some information upon. In the parishes is it the custom to have a collector separate from the inspector?—It is not the custom.

2345. The inspector acts as collector also?—Collector and everything.

2346. Mr. *Crum Ewing.*] I think you said that you would prefer the rate to be raised on the income tax?—I have not a very mature opinion on the matter, but as to the principle I am in favour of it.

2347. Supposing that it were done in that way, what would be the minimum sum you would assess?—I would take the same sum as the income tax, and put the poor-rate in another column.

2348. Supposing the income-tax limit were 100 *l.*, you would relieve all persons who had an income under 100 *l.* from payment of poor-rate?—If you take a working man with 2 *l.* or 1 *l.* 15 *s.* a week, having a family and supporting his family without coming to the parish, he does very well, I think.

2349. *Chairman.*] Do you think that if that limit were taken, those below it who did not pay poor-rates would be better inclined to support their own poor than at present?—Yes.

2350. Mr. *Loch.*] That would relieve a number that pay now?—It would, and I think justly.

2351. *Chairman.*] You have given us the statistics of applications for poor relief for 10 years previous to 1868-69; and I see, comparing the first of those years with the last, that the applications have been more than doubled?—Yes.

2352. Could you give us the number for the previous 10 years, that we might see whether that is due at all to the change in the law of assessment?—I have not that here; I could obtain it. There is a great deal due, in regard to the number on the roll, to the operation of the poor-house test. It is remarkable what the effect of it in Dundee has been. Before we had the poor-house test in Dundee the number on the roll was 2,073. The house was opened in 1857; and the next year's roll showed a reduction to 1,306; and it has never risen to the same number as it was 12 years ago. It is only 1,700 now.

2353. Mr. *Fordyce.*] You have no statistics to show to what class those belong?—The general class of poor on the roll; they were all out-door poor.

2354. Were many of them aged?—Some were.

2355. *Lord Advocate.*] I suppose that these statistics refer to both parishes?—No, Dundee alone; but the operation is nearly the same in both parishes.

2356. With reference to the deductions upon gross rental, how is the income tax taken up?—I think it is the valuation roll as it stands.

2357. It is taken up, that is to say, on gross rental; do you think that unfair?—No.

2358. I thought you said it was?—No; I merely said that in a burgh parish they are all equal, but not in a mixed parish.

2359. If it is fair for the income-tax, supposing that you applied the income-tax to the poor-rate, would it not be fair for that also?—I have no objection to apply it, but the only exception that I take is in the case of a mixed landward and

Mr. *W. Hay.*

30 April 1869.

burgh parish; they deduct now 20 per cent. from houses, and five per cent. from landward property, and therefore by making it even the gross rental you would make it 15 per cent. in favour of landward proprietors compared with what it is just now.

2360. But taking it over-head, do not you think that it would be a simpler and better way of doing it?—I have not the slightest objection to it, only as to that single point which I hope your Lordship will bear in mind.

2361. *Chairman.*] That point will countervail the extra charge which might be put upon country parishes by extension of the area of chargeability?—Yes.

2362. *Lord Advocate.*] I think that no other tax but the poor-rate is now taken up except on the gross rental?—All our local rates are upon the gross rental. I have already produced the statistics prepared by the Board of Montrose. They say, "Your Committee would call attention to the tabulated form to show the erratic manner in which deductions are made from the gross rental, and would express their opinion that it would be better in all cases to levy the assessment on the gross rental." That is the opinion of a very important Board.

2363. And that is the general impression?—Yes.

2364. Mr. *Orr Ewing.*] That is not your opinion, however?—I concur with that, except in regard to the single case which I have brought under his Lordship's notice of the mixed parishes.

2365. *Lord Advocate.*] But you would not make an exception to the rule, would you?—I make no objection to it.

2366. Mr. *Hamilton.*] I thought you said that you approved of Mr. Goschen's principle more than of that of the Lord Advocate's Bill?—I think it is just.

2367. *Lord Advocate.*] Do you think it possible to make a scale of deductions that shall work equably in different places in the country?—No, it is very difficult, but I want Mr. Goschen's deduction on the small weekly tenements.

2368. Mr. Goschen's principle is to have a scale of deductions on different kinds of property to be applied in all parts of the country; do you think it practicable to make such a scheme which would work equitably or equably?—You could not make a general scale.

2369. Mr. *Loch.*] And if you are to obtain a general scale as applicable to different classes of property, would there not be variations again within those classes?—Yes.

2370. Mr. *Orr Ewing.*] Do you not think that it would be rather unfair and inequitable to a Scotch millowner, in comparison with an English millowner, that he should get no deduction for his mill, whereas in England he would get 33 per cent. allowed?—Well, I met Mr. Goschen on that very point, and it turned out that the things were not similar, that in Scotland we give the deduction before it is put upon the roll, and they do not in England.

2371. Does it not come to the same thing in the end?—But if you give it once, before you put it on the roll, you could not do it again.

2372. We do not get any deductions before the roll is made?—Yes; there is a mode of valuing house property different from that of valuing manufactories.

2373. Are you aware that in England they have the same mode of valuing as in Scotland?—I know nothing of the English mode; I know that in Scotland there is a different mode of valuing house property from manufacturing property.

2374. *Lord Advocate.*] The assessor, before he puts the property on the roll, makes deductions not only on account of the moveable machinery but other deductions?—Yes, the same as the railway valuator; he allows the railway company so much deduction for wear and tear, and if you deduct again you give a double deduction for the same thing.

2375. Mr. *Armitstead.*] They must have a certain rule by which they make these deductions, I presume?—There was an Act of Parliament passed last year, giving instructions to the railway valuator.

2376. *Lord Advocate.*] It gave 25 per cent. in striking the gross value, and another 25 per cent. to be allowed by the parishes; but these were really deductions from gross value?—Yes.

2377. *Chairman.*] Can you tell us how that Act has worked with reference to railways, respecting the payment of rates?—It has caused a great amount of dispute in Scotland, and it comes very much to this, as I know, for I have been consulted by various small parishes, as to what they should do; the railway companies insist upon having not only the deduction under the Act, but also the classification deduction from the Board of Supervision; they say at once that they will not pay the rate, and the country parishes must just take what the railway companies give.

2378. Has the effect been in country parishes generally to relieve the railways at the expense of the other ratepayers?—Yes; to take 60 or 70 per cent. off them.

2379. Mr. *Orr Ewing.*] Did you not first say to me, when I was cross-questioning you upon this very same point, that you disapproved of the Lord Advocate's principle and of his Bill, and that you approved of Mr. Goschen's, as being more just?—No; I said that in country parishes where there are two distinct classes of property the thing would not work right, I thought.

2380. Mr. *Ellice.*] I think your opinion was strongly expressed against the adoption of the Lord Advocate's principle in parishes which were partly landward and partly burghal?—That was all I meant to say.

2381. *Lord Advocate.*] But if such a general measure were passed, would you make an exception of parishes partly landward and partly burghal, and make deductions in them and none in the rest of the country?—That is a question for the general course of procedure.

2382. But if you were carrying out what you were suggesting, the plan of putting the poor-rate upon the income-tax, how could you possibly carry it out if you had each parish making deductions?—If the income-tax principle were taken, these questions could not be raised at all.

2383. In short, although that would be an inequality as between landward parishes and burghs, it is only one of those things that must take place where you make a general change?—Just so.

2384. *Chairman.*] You said that you would recommend an extension of the area of chargeability to the counties; what would you do with the law of settlement under such a change; would you propose any modification of it, or would you keep

ep the law as it is at present, simply extending area within which the settlement may be ned?—At present I would not go further than ending the area of chargeability and assessnt to counties. It might become a question on subsequent working, if that was so appointed, ether the whole law of settlement should be olished altogether, but in the meantime I would t go that length.

2385. Would you approve of a change abolishg all settlements but birth settlements?—I nk it might be a very satisfactory experiment; would save a good deal of expense.

2386. In consequence of the modern system registering births, it would be tolerably easily ertained where a person was born?—Yes, I ould think that with the extension of the area the county and the abolition of resident settlents, that might be a safe proposal.

2387. And it would be fairly equitable over the county, because I presume births are etty much on an average in every county?—would soon balance itself, I think; we had a port by the parochial board on that subject, hich, perhaps, you will allow me to put in, owing the views of the Board. They first object the multiplicity of parochial boards; then they fer to parochial settlements, "Area of Chargeility," "District Liability equitable," "A ational Rating," "Law Expenses," "Repreentation of the Board," "Able-bodied Poor."

2388. Mr. *Orr Ewing.*] Do you think that a an has a greater claim upon the parish in which is born than upon the parish in which he has ent his life in working?—Well, that is a very fficult subject; it is a matter of opinion.

2389. I am asking your opinion as to the stice of the question where a man should have settlement: has a man a greater right to ttlement upon the parish in which he was born upon the parish in which he has spent his life hen he was able to work?—I could not determine; it is a matter for every person to give opinion upon. I think that the question ought be decided upon what is really substantially acticable and consistent with justice in an erage number of cases; and I think that a rth-parish is a very fair criterion.

2390. You think that a man born in the Highds, and who can get no employment there, but es and spends his days in Glasgow, whenever is disabled, should go to his parish of birth, d there be maintained by the proprietors for nom he never worked?—There are extreme ses in all public affairs.

2391. You think that the most equitable sysm?—There are extreme cases of injustice in e management of all public affairs.

2392. You admit that that is unjust, but still u would like it to be done?—I think it is guable both ways.

2393. Mr. *Ellice.*] There is a discrepancy hich I should like to have cleared up: I think u stated that the cost of maintenance in the or-house in Dundee was 4 *s.* 3¾ *d.* for the ordiry poor?—Four shillings and threepence three things is the net weekly cost.

2394. In the report of the Board of Superion it is stated as 3 *s.* 3 *d.*; do you know how at discrepancy arises?—This figure of 4 *s.* 3¾ *d.* for the last six months you observe, and one lf of the year may be more than the other, t I should think that it was the deduction of the

management and the interest, that would explain the difference.

2395. What is your opinion as regards the detention of lunatics in a ward in the poor-house in comparison with putting them into a regular asylum?—Perhaps you were not present when I read a passage from the report of the acting committee of the Dundee Board on that subject.

2396. Yes; I think you gave us then the comparative expense, but I want to know what your opinion is as to the propriety of having lunatic wards attached to poor-houses in preference to sending them into an asylum?—In my opinion it is a great advantage, beneficial both for the poor themselves and for the public. We have found it so in a very marked manner. You will observe that we do not put any lunatics in the first instance into the poor-house; in all cases they are sent to the regular asylum, and it is only cases reported by the superintendents of the Lunacy Board as fit cases to be treated in the wards of the poor-house that are sent there by authority of the Board of Lunacy. We find that we get on remarkably well together, and their own report is that the lunacy wards in the poor-house with which I am familiar are even preferable to the asylums in the district; and therefore it is with their entire concurrence that any lunatic we have is in the house.

2397. You only actually receive into the lunacy wards lunatics who are incurable or harmless?—Just so; sent by the authority of the Board of Lunacy.

2398. *Lord Advocate.*] With regard to the legislation on lunatics, I think that in the first Lunacy Act, the keeping of lunatics in poor-houses was prohibited?—Yes.

2399. Then there was a second Act, by which lunatic wards in poor houses were to be licensed, and selected cases might be put into them?—Yes.

2400. And that is the law under which you administer the treatment of pauper lunatics now?—Yes.

2401. And these wards are under the supervision of the Lunacy Board, licensed by them and inspected?—Regularly inspected. This is what is said in the report of the acting committee, which I may be excused perhaps for reading again: "There are 181 insane poor in the parish, and 63 of these are in the wards of the house, there being at present accommodation only for 69 in all; but when the additions ordered to be made shall be completed there will be accommodation afforded for 99 lunatic patients. The weekly cost of each lunatic in the house for last six months was 5 *s.* 4 *d.*, without the proportion of feu duty and interest on buildings, which, if estimated, would add about 1 *s.* a week for each inmate, making the figure 6 *s.* 4 *d.* This is small, as compared with the sums charged by the directors of the lunatic asylum, being 10 *s.* a week in Montrose Asylum, and 9 *s.* a week in that of Dundee. The additional accommodation, when completed, will thus effect a great saving to the ratepayers. Both the General Commissioners in Lunacy and the district board unite in approving of the treatment of the lunatics in the poor-house, while it has been the desire of the committee to afford this class of poor whatever attention and care their condition required."

2402. So that the present system has succeeded in combining the economy of the poor-house with the advantageous treatment of the asylum?—It has.

 2403. And

Mr. *W. Hay.*

30 April 1869.

2403. And the Lunacy Board are satisfied?—Entirely satisfied.

2404. In addition to that the relaxation has been introduced of allowing imbeciles and incurables to be kept in private houses?—It has.

2405. Is that found more economical than keeping them in an asylum?—It is; we have seven in the country, fatuous persons.

2406. And is the mode in which they are kept satisfactory to the Lunacy Board?—All under their control, and they approve of all the treatment.

2407. Mr. *Fordyce.*] Have the lunatics in the Dundee poor-house the same airing-ground as the other paupers?—They are altogether separate; there is no connection allowed between one part of the house and another.

2408. Have you a resident chaplain?—We have a resident chaplain, at least he is there all day; he used to live in the houses, but does not now.

2409. Does he take the management of the education of the children?—He is the only person for that purpose.

2410. What are the general arrangements with regard to the education of the children in the poor-house?—I am not practically acquainted with the poor-house indoor arrangements.

2411. Have you many married people in the poor-house?—Not many cases where both are there.

2412. How many?—A small fraction; very small indeed; I could not give the exact number now.

2413. They occupy separate apartments?—Certainly.

2414. Are you aware whether it is often the case in Scotland, that the law agent of a parochial board is a member of the board?—Not an acting member. If he is a proprietor of 20 *l.*, he is necessarily a member of the board, but not an acting member. There is a distinction taken by the Board of Supervision in that respect; you could hardly deal with any merchant in the town of Dundee, who was not a member of the board; but that is held not to disqualify him from dealing with the board as a merchant or contractor if he is not a member of the acting committee.

2415. *Chairman.*] Have you been in the habit of visiting the poor-house yourself, and can you give us any evidence with regard to the way in which people are cared for there?—It is very satisfactory.

2416. As compared with the state of the ordinary labouring population, what is the state of the paupers in the poor-house?—The complaint against us is that we are too good to them.

2417. Those complaints are made by the labouring class?—Yes.

2418. *Lord Advocate.*] I do not know whether you have told us anything as to the condition of the lunatics now compared with what it was 20 years ago?—It is much better.

2419. Entirely different?—No doubt of it.

2420. Mr. *Crum-Ewing.*] Have you had any application from able-bodied poor since the decision was given in the Court of Session on that subject?—We have always applications from parties under that category; and really, in many cases, we take the law in our own hands; we cannot work the parish without some discretionary power; we take the risk of it.

2421. And I suppose in cases of great dulness of trade, and when many are out of employment, you would act upon that principle?—So far as we can possibly do it.

2422. Do you think it is of any importance to have an alteration of the law so as absolutely to give power to parochial boards to grant relief in these cases?—I think it would be safe, looking to the fact that the committee of that Board are truely the representative of the ratepayers themselves, that they should have a discretionary power; but there should be no legal right in the poor; a question was put to me as to the average out-door relief in Dundee, to each out-door pauper. In 1855-56, it was 5 *l.* 4 *s.* 9*d.*; in 1857-58, 5 *l.* 14 *s.* 9 *d.*; and 1867-68, it was 6 *l.* 8 *s.* 9 *d.*

2423. *Chairman.*] That is the annual cost?—The annual cost of the out-door poor.

2424. With regard to the discretionary power you would give to the parochial board to relieve able-bodied poor, would you surround it with any particular checks, or leave it entirely to the board?—In that case of temporary distress I would. I think, upon the general question, that the poor-house test ought to be rigorous.

2425. Have you at all given your attention to this point, whether, by giving such a discretion to the parochial board, a system would be arrived at by which you might administer what I might call preventive relief, which might prevent persons eventually coming upon the poor roll?—I think it would be a material point in it that it would so tend.

2426. *Lord Advocate.*] Did it not turn out in the discussion in that case that the intention of the framer of the Poor Law Act was that such should be the case?—Lord Colonsay stated his opinion that such was his intention.

2427. And I think he and Lord Rutherfurd gave an opinion shortly after the Act passed that that was the operation of the Act?—Yes, and not only so, but there was a circular sent to all of the parochial boards to do that, and the first division of the Court was unanimous that it was legal; the decision that it was not was only carried by the vote of one judge.

2428. *Chairman.*] Do you think that the adoption of that system of giving relief in such cases to the able-bodied would tend to increase the accommodation that would be required in poor-houses?—I do not think it; it is a remarkable thing that in Ireland, with double the population in 1867, the rate per head of population is 2 *s.* 5 *d.*, while in Scotland it is 5 *s.* 3 *d.*

2429. And there they have an able-bodied poor law, have they not?—It is altogether indoor relief; there is only 40,000 *l.* otherwise to 600,000 *l.* of assessment.

2430. Have they a discretion in relieving the able-bodied in Ireland?—I cannot speak to that; but you will find that the sum of the poor-rate in 1867 in Scotland was 807,630 *l.*, while in Ireland it was only 676,776 *l.*; whereas we had 128,361 paupers, and in Ireland they had 317,346, giving a rate of assessment of 2 *s.* 5 *d.* a head of the population in Ireland, as compared with 5 *s.* 3 *d.* in Scotland.

2431. Mr. *Fordyce.*] You say you think the test of the poor-house should be rigorously applied; do you mean that you would apply it in the case of all classes of paupers?—No, I did not say in all cases. I thought, as a general rule, but it would be well to give a discretionary power in exceptional cases.

2432. In what class of cases?—In the case of aged

aged people. An aged couple, for instance, who were respectable people, I would allow to remain in their house.

2433. Mr. *Anderson.*] Regarding that Irish statement, are you aware whether that is the total of paupers, as taken in the census system, or is it the total for the year, because that would make a very material difference in the rate per pauper, and there is no use in comparing statistics unless they are both taken on the same basis?—That is why I think that Sir John McNeill, taking his statistics in a state of matters when there was no poor-house to test the number with the period when there generally is the test, must fall into a fallacy.

2434. Have you taken the number of paupers in existence on one day in the year, in both Ireland and Scotland, for the comparison?—That is my understanding.

2435. *Chairman.*] How many inspectors have you attached to your Board?—There is one principal inspector and four assistant inspectors.

2436. What is the pay they receive?—The inspector, I think, has some 220 *l.*; the assistant inspectors have sums averaging from 60 *l.* to 80 *l.*, and we have bookkeepers.

2437. The inspectors are appointed by the Board?—Yes.

2438. Has the Board of Supervision any control in the appointment; you have not to consult them in the appointment, have you?—No, we have not.

2439. But you cannot dismiss the inspectors without their consent?—We cannot dismiss the principal inspector without it.

2440. Mr. *Hamilton.*] You must consult the Board of Supervision before you appoint him, must you not?—We appoint, subject to their approval; we think a greater power ought to be given in reference to the inspectors.

2441. *Chairman.*] In what way?—The Board of Supervision and inspectors together are a sort of institution apart from the local management and local ratepayers, and the Board of Supervision seems to hold the inspector as the only party responsible for the pauperism and money of the parish, whereas that is interfering with local management; we think that the parochial board ought to be in subordination to the Board of Supervision as supreme; that is under the authority of the Board of Supervision, all the communications and correspondence being with the chairman of the Board or the Board itself.

2442. Do you find that the present system is to make the inspectors as it were the advocates of the poor, or is it the contrary?—No doubt every case is brought before the Board; the inspector has only power to give temporary relief until the relief committee meets; but the responsibility thrown upon an inspector in refusing a case is made so heavy by the Board of Supervision, that he is unwilling to take any risk whatever; and in that way, I believe, that it would be better if the parochial board itself had the initiatory power.

2443. Then the present system, according to that, would be rather working in favour of the pauper?—I think so.

2444. Do you not think that an advantage in the administration?—It may be an advantage, so far as the relief of the pauper is concerned, but in the management of the funds it is otherwise.

2445. *Lord Advocate.*] You think you could do it more economically if the inspector were more under your control?—No, we are very anxious to do everything necessary for the proper conducting of the business; but we have no power over the inspector.

2446. Your Board cannot dismiss him, that is the only want of power they have?—He claims authority over all the books and documents.

2447. That all springs out of the fact that you cannot dismiss him?—We cannot dismiss him. I think if there were to be such a power in the Board, subject to the control of the Board of Supervision, it would be better.

2448. Mr. *Hamilton.*] They have power now to complain of the inspector to the Board of Supervision?—Yes.

2449. And the Board of Supervision would attend to their complaints?—It is a difficult thing to bring proof against a man.

2450. *Lord Advocate.*] Though that might work well in Dundee, where there are intelligent and able men at hand, do you think that it would work equally well in more remote districts?—Perhaps there may be a distinction there. No doubt the inspectors are generally well-educated men, and in the country parishes also they act very well.

2451. *Chairman.*] Have you any suggestion to make by way of modification in the present state of things?—The only suggestion that I would make, is, that the inspector should be more under the control of the local boards, and that all the direct responsibilities and communications should be with the Board itself.

2452. Do you mean with the chairman?—The acting committee of the Board.

2453. Mr. *Hamilton.*] Who is to represent the committee in the country parishes?—In country parishes what I suggest may be unnecessary, but in large town parishes it is.

2454. *Chairman.*] Do you find a difficulty if you have any complaints to make against the inspector in establishing them to the satisfaction of the Board of Supervision?—We have, very fortunately, not had much to do in that way.

2455. You cannot speak of your own knowledge of any instances in which the present system has worked badly?—You will see through the country many instances in which it would be better to make a change.

2456. Mr. *Orr Ewing.*] Does the chairman at present not frequently write to the Board of Supervision?—He never writes, except any special business that he has to communicate; he is not the official channel of communication; that comes to the inspector entirely.

2457. *Chairman.*] It does not come within your province as secretary?—No, nor the chairman, nor the committee.

2458. Mr. *Orr Ewing.*] There is nothing to prevent him writing?—It would interfere with the working of the business if he were to write private letters or extrajudicial letters; the Board of Supervision do not acknowledge any person but the inspector generally as responsible to them.

2459. *Chairman.*] What is your opinion about the present system by which the poor can get on to the roll if they are refused relief, by application to the sheriff; does that work well?—I think not at all; the sheriff cannot have any knowledge at all of the circumstances. The party goes and makes a long story to the sheriff who has no means of inquiring into the case; before he goes to the sheriff, his case must have been investigated

Mr. *W. Hay.*
30 April 1869.

and disposed of by the Board, and I think the presumption is that the Board would have dealt with him reasonably; but the sheriff often gives the order to put him on the roll without knowing the circumstances till further answer is made.

2460. And in case of application by the pauper to the sheriff, is not the inspector there to inform the sheriff of the inquiry already made by the parochial board?—Most sheriffs give an order of notice to be served upon the inspector, and in the meantime give interim relief. The Board of Supervision would have quite sufficient information to settle these matters.

2461. Would you suggest that the sheriff should be removed from the jurisdiction, and that the matter should be left entirely to the parochial board?—It does not affect us very much, because we have not half-a-dozen cases, perhaps, in a twelvemonth.

2462. It has been suggested to us, that it would be desirable to abolish the jurisdiction of the sheriff in this matter, and to have greater power in the hands of the parochial board, and give an appeal direct from the parochial board to the Board of Supervision, would you approve of that?—I think it would be a preferable course.

2463. Mr. *Ellice.*] Have you heard of any general dissatisfaction with the present system of things?—I have not; we have not had half a dozen cases in the six months.

2464. You have heard of no dissatisfaction with the sheriff having the original jurisdiction in giving the pauper his status?—I have heard no complaints.

2465. *Chairman.*] You only speak with reference to a populous town parish like Dundee?—We have not had anything to complain of.

2466. Considerable difficulty arises, I believe, upon the question of illegitimate children, in prosecuting the fathers?—Very considerable difficulty.

2467. Is there any amendment in the law that you would recommend in that respect?—We find now that it is not the slightest use to try it, because when these parties get the parochial board to deal with they fight it to the last, and it costs us so much expense and trouble to prove the paternity, no person having an interest to do it, that we rather suffer in supporting the child in the best way we can than go into a litigation to prove paternity.

2468. Has not difficulty arisen in obtaining relief from the wording of the 80th section of the Act, which is worded thus: "That every husband or father who shall desert or neglect to maintain his wife or children, being able so to do." That condition has been an impediment, has it not?—It has; I have had cases knocked out on that point, not being able to prove it.

2469. Do you think that by removing these words you might amend the law satisfactorily?—It would enable us to have judgment more certain; but suppose we have judgment, what does it come to; he just goes away the next day.

2470. The same words occur with regard to the putative father in the next line, and that is the thing you have great difficulty in proving?—Yes; the Court must declare the paternity in the father of a legitimate child; that is quite impracticable, we find by experience.

2471. *Lord Advocate.*] Would you punish a man criminally because he did not maintain his wife, not being able to do so?—I say that it would come to the same thing; it would enable us to get judgment quicker; but after getting it, what then?

2472. This is not judgment but a criminal prosecution. Can you make it punishable if the man is really not able to support his wife?—It is a difficult subject altogether.

2473. Mr. *Hamilton.*] Is it the case that a widow is liable to support her child?—If she is able; but the law presumes that she is not able.

2474. An illegitimate child must be supported by its mother, but a legitimate child has no claim on the mother, if she is a widow?—The illegitimate child follows the mother's settlement, and it is, therefore, just as you have stated.

2475. Mr. *Fordyce.*] Do you think that the poor-house test should be more rigorously applied in the case of widows with children?—No, I do not.

2476. *Chairman.*] Do you think that there is any objection to the present state of the law, which admits the oath of the putative father to clear himself, because it has been suggested to me that there is great defect in the law, from the facility with which the putative father is allowed to give his oath as to paternity?—That is not a question of the poor law altogether, but a question of the general law as to what is evidence. I think that you could not meddle with the general law in that matter; that is a question of evidence.

2477. But it probably would affect the question of obtaining relief from the putative father if he is allowed great facility to swear that he is not the father of the children; do you think that any alteration should be made in that view?—I do not think there is any peculiarity in proving the paternity for the poor law different from the general law. In either case you must prove the paternity.

2478. What is the condition of things with reference to medical relief in your parish?—We are very well situated in that respect. We have three medical officers for the out-door poor, and one for the poor-house alone.

2479. How are they paid; by salary?—By salary; we pay from 70 *l.* to 80 *l.* to each of the out-door poor medical officers, and the poor-house medical officer gets more, but I could not say what. He attends the lunatics as well. I think it is somewhere about 100 *l.* that he gets.

2480. Sir *David Wedderburn.*] You spoke just now of aged and infirm couples; do you think that the best way of affording them relief would be to give them money enabling them to reside together in their own dwellings wherever they might be?—I do, as a general rule.

2481. *Chairman.*] Do you think that there is any inconvenience in the present state of things in the medical officers being completely subject to the parochial board?—There is no difference in towns like Dundee; we have well-employed medical officers, not devoted entirely to the parish, but general practitioners.

2482. *Lord Advocate.*] There is considerable dissatisfaction about their not being in the same position as the inspectors with reference to the power of dismissal; at least, I have had a good many complaints on that subject?—I should rather reverse the matter.

2483. And make the inspector subject to dismissal by the parochial board?—Yes.

2484. *Chairman.*] Are the medical officers appointed for a year or a longer period?—During the

e pleasure of the Board; there is no grievance that kind with us at all.

2485. Mr. *Fordyce.*] Is it not often a grievce in rural parishes that the medical officer ould be completely under the control of the rochial board?—I do not know; it is a mere estion whether the poor person is able or disled; it is a question of professional opinion.

2486. *Chairman.*] With regard to the able-odied, would you think that there would be any lvantage in giving a discretion to afford medical lief to able-bodied persons?—We have that ow; we give medical relief to poor persons not upers; we are obliged to do that under the der of the Board of Supervision by reason of e medical grant given by Government; we aw a portion of the medical grant in respect that, and are bound to give all really poor perns medical relief, which we do.

2487. Do you mean able-bodied?—If they are serving poor we make no condition; that is, e condition of the grant.

2488. All over the country?—I cannot speak that; and as to vaccination, I would say that e find it to be an excellent measure, removing nall-pox altogether; we scarcely see that now.

2489. The medical assistance you give to the or who are not objects of ordinary relief is a ry good preventive measure against pauperism?—Yes; mere medical relief.

2490. I think in Ireland there is a system of spensaries, where the poor can for a small fee get edicines and relief; have you such a system?—We have that in three districts of the town.

2491. And you find it work satisfactorily?—es.

2492. It has been suggested to us that it ould be desirable to extend the law with regard the liability of relatives to relieve their own or, to collaterals, to brothers and uncles; ould you approve of that?—That is a matter of w; we find great difficulty in recovering anying from relations.

2493. It has also been suggested that a greater ght of recovery should be given; that there ould be an absolute decree given, so that it ould stand against the parties as a debt to be quidated as their means enabled them; are you that opinion?—No. I think that it would ad to confusion.

2494. Your remedy would be to relieve the poorer portion of the population from the rates, and then they would of their own accord support their own poor?—That is my view of it.

2495. Mr. *Anderson.*] You mentioned that pauper children's schooling is paid by the inspector. Is it quite well known in the school among their companions that they are pauper children?—Quite well known.

2496. And does that produce no sort of humiliation or bad effect upon the child?—It has never been so reported to us.

2497. Is there any special provision for blind, deaf, and dumb paupers in Dundee?—We take advantage of other institutions for that purpose.

2498. Not Dundee institutions?—There are some in Dundee.

2499. And you provide for that in those institutions?—Yes; and we should contribute something to the parents of such children, even though they are not paupers.

2500. To enable them to send them there?—Yes.

2501. Do you know whether there is sufficient provision in such institutions, or have you found any difficulty in getting children admitted to them?—None whatever.

2502. As to rating, you have mentioned as to rating the mills, that there is a special mode of doing that, because they are held by the proprietors themselves; is that mode prescribed by the Board of Supervision, or prescribed in any way that makes it uniform over the country?—It is not prescribed, it is just left to the judgment of the valuator.

2503. Then it may be quite different in different parts?—It may; it has nothing to do with the poor-rate or the police-rate; it is the valuator under the Lands Valuation Act.

2504. Mr. *Fordyce.*] Did I rightly understand you to say that your board gives assistance to people, not themselves paupers, in order to enable them to send their children to institutions?—We have done so.

2505. Do you think that legal?—We have only done it in one or two cases of a pressing nature. In the case of a family, for instance, with two or three deaf and dumb children, we have contributed to their support.

Tuesday, 4th May 1869.

MEMBERS PRESENT.

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Mackintosh.
Mr. Miller.
Mr. Arthur Peel.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. Robert Sharp Muir and Mr. Andrew Menzies, called in; and Examined.

Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

2506. *Chairman* (to Mr. *Muir*).] I believe you are chairman of the parochial board of the city parish of Glasgow?—Yes.

2507. How long have you held that position?—I have been appointed this year, I have been chairman of the house committee for the last three years, and deputy-chairman for three years before that; but I have only been appointed chairman of the parish in this last year.

2508. For the last twelve months you have been chairman of the board?—Only since the 1st of January.

2509. You have long been connected with the board?—Yes, for about 12 or 13 years.

2510. Have you been taking an active part yourself in the management of the work?—Particularly in the management of the poorhouse.

2511. What is the course of management of your poorhouse?—We have a committee of eleven, and that is divided into sub-committees. The house committee, and the purchasing committee; and the chairman, and deputy chairman look after all the officials of the house, see that they do their duty, see that the poor are well cared for, that there is no fault to find, and no complaints to make, or if they have, they look into the matter and see who are at fault.

2512. What is the number of billets in your poorhouse?—The average last year was upwards of 1,400.

2513. Do you speak now of the actual occupants, or the number that the house can accommodate?—Of the actual occupants last year; we had at one time 1,700.

2514. Is that the full extent of your accommodation?—Well, it is more than the Board of Supervision allows us, but we could not help ourselves.

2515. What I want to ascertain is the size of your poorhouse; what number it is constructed to hold?—I think about 1,600.

2516. Is it generally pretty full?—Well, it has been pretty full of late. Last year was an exceptional year.

2517. Are the paupers classified at all, and kept in distinct wards?—Yes, they are all classified.

2518. Will you tell the Committee how you classify them?—We have first of all the women, deserted wives, and children, and women with illegitimate children; they are in one portion of the building; and then again we have the better class of poor in another; and then we have the old worthy people that have been for years in the house, in another portion of the building; and we have also a portion for the children.

2519. Have you many children there?—Yes; if you will allow me to refer to the last report I could give those figures; "at the commencement of the half-year there were 377 on the education roll; during the half-year 65 have been added to it, and 64 struck off, leaving 378 on the roll."

2520. What do you call the educational roll?—It comprises those that are under the teachers; we have a teacher for the purpose.

2521. That is within the poor-house; you have a school within the poor-house?—Yes.

2522. Mr. *Miller.*] Are all the children at the poor-house?—Not all the children.

2523. That statement, therefore, will not give you an account of all the children?—No; I have an account of a number of children besides, in another part of the report.

2524. Mr. *Armitstead.*] Do you keep them all in the poorhouse?—No; when they come to a certain age we board them out.

2525. In the country or town?—In the country chiefly. We find that to work very beneficially indeed.

2526. *Chairman.*] At what age do you put them out?—We put them out at any age under 12 years.

2527. Do you put them out whether they have mothers living or not?—With regard to those that have mothers in the house, and who are not deserted children, we do not put them out; it is principally deserted children that we put out and orphans.

2528. When there is the mother with the children they are kept in the poorhouse?—Yes.

2529. And they go to school as soon as they are fit to go?—Yes.

2530. Mr. *Armitstead.*] Do you look after them well?—Yes; those children are well looked after; I have no hesitation in saying that the city poorhouse is the cleanliest and best ventilated, and, for

supervision, the best—none better in Scotnd.

2531. Are the children who are boarded out operly looked after?—Yes; we have an inector for the purpose that goes to them regu'ly, and once or twice a year a director goes o.

2532. What becomes of them afterwards?—ry often some are apprenticed into trades; ers get into agricultural ways of getting ir living.

2533. Mr. *Anderson.*] Where are they mostly? Just now we have many of them at Aberfoyle d many other country districts, and we used to ve a great many at Morven.

2534. In Iona?—Yes, we had, but they were noved from there.

2535. Would you tell the Committee the reason removing them from there?—It was found lt with by the factor of the Duke of Argyll; lo not know what his reason was for causing m to be removed, but, of course, we were liged to remove them, because I believe that interfered with the parties that were keeping m, and said that if they did not get them noved they would have to leave, or something that kind.

2536. They were entirely prevented from reining there?—They were entirely prevented m remaining there.

2537. Has that interdict never been withwn?—Not that I am aware of.

2538. *Chairman.*] Had you many in the Island Iona?—I could not say exactly the number, t I should think that we had about 20.

2539. How long had you been in the habit of ding them to Iona before you were stopped? For a number of years.

2540. And had you had sufficient experience be able to tell that they got on as well when arded at Iona as when boarded at Aberfoyle? I think they got on quite as well.

2541. What was the reason alleged for refusing allow them to be sent there?—I do not know t they alleged any reason; I suppose they re afraid that it might ultimately bring in uperism, and that they might remain there; t there was no particular reason given to

2542. What were the allowances that you de for keeping these children?—Generally, children under three years of age, it was . 6 *d.* to 3 *s.* a week, and above that age the erage would be about 2 *s.* 6 *d.*

2543. Did they get schooling in the island?—s.

2544. And no reasons were alleged for the usal to allow them to be sent there?—No, I not aware of any.

2545. Did any correspondence pass between urself and the factor?—No; some letters sed in the newspapers, but I do not think cially. On inquiry I find two letters from J. mpbell, Esq., the doctor, requesting them to be en away.

2546. When was it that you were refused perssion to send them there any more?—Nearly ear ago.

2547. And was there no correspondence and explanation of the reason?—Not that I am are of.

2548. Sir *Edward Colebrooke.*] You were satied with the treatment of the children when y were in the island?—Quite satisfied.

2549. They were boarded with families?—They were boarded with respectable families, small farmers and cotters, and they were very much attached to them; indeed they felt very keenly on the point. These children generally get very much attached to the parties that keep them, in fact some of them looked on them as their parents, and often came back to visit them after being away two or three years.

2550. Do you take any pains to look after them when they are sent to these distant places?—Yes.

2551. Is anybody appointed for that purpose?—Yes.

2552. How often does he visit them?—He goes generally once a quarter, sometimes oftener. If there is anything wrong and any word is sent to him he would go at once.

2553. Does he give the allowance for their keep, or is that remitted through the parochial board?—I could not say positively whether he takes it or whether it is remitted.

2554. *Chairman.*] Where do you send the children now that you used to send to Iona, do they all go to Aberfoyle?—No, not all to Aberfoyle; I forget at this moment where they are sent.

2555. Do you find that the children do well afterwards when they are once apprenticed out to trade; that they take care of themselves, and never come upon the roll again?—It is very seldom that they come back upon the roll.

2556. Mr. *Anderson.*] There was no complaint or wish of the people of Iona to get rid of them?—None from the parish, but the opposite.

2557. Mr. *Ellice.*] Up to what age do you consider these children are under your care?—Twelve years.

2558. What do you do with them then?—They are generally apprenticed out or become country servants, or they go into various occupations.

2559. But you consider that your charge terminated at 12 years?—Yes, of course we take cognisance of them to see that they get something to do before they are thrown on to the world.

2560. Mr. *Armitstead.*] If the people that kept these children in the island of Iona had no objection to keep them, who objected to them and why were they sent away?—There was no reason that I remember particularly given, only I am aware that the factor of the Duke of Argyle was the party that caused them to be removed.

2561. Sir *Edward Colebrooke.*] Is the population of that island very numerous at present?—I am not aware.

2562. Mr. *Hamilton.*] Are they crowded in their houses there?—I could not answer you that question, but I do not think it was because of want of room that they were prohibited from going there.

2563. Mr. *Miller.*] In short the people themselves had no desire to part with the children except for being under pressure?—Certainly.

2564. *Chairman.*] Which of the factors was it that had charge of that district?—John Campbell, Esq.

2565. Mr. *Arthur Peel.*] What proportion of those children have remained in the island of Iona after the age of 12?—I do not think that there are any at all.

2566. *Chairman.*] How was the refusal made, did they refuse to allow you to send any more, or did they require you to take away those that

Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

were already there?—The order was to remove those that were there.

2567. Then you had to clear them all out?—Yes.

2568. Mr. *Ellice.*] How many do you suppose that you had sent at that particular time?—I could not tell without reference to some of our reports; I think there were about 20 in the island then.

2569. Had they opportunities of schooling and so on, in that island?—Yes; we are most particular to see that they are well schooled and well treated, and to observe how they are getting on with their education.

2570. *Chairman.*] Is it because the matter did not pass through your hands that you cannot give us any further information upon the matter, or is it that really there was nothing else to state?—I could, by referring to our inspector, give you the particulars.

2571. We can get the particulars better from him?—Yes, all the particulars as to that; I think he has all the information that is necessary.

2572. Is your poorhouse very much used as a test in your parish?—Yes, we keep it for a test.

2573. Do you find that parties are willing to go in, or that it keeps down your pauperism and rates?—It is a means of keeping down our number of claimants.

2574. Can you tell us what is the amount of claims, applications for relief, in the course of the year, that you get?—I do not remember that, but the inspector can give all those particulars.

2575. Can you state generally, whether a large proportion were offered the poorhouse, and whether any considerable portion refused it?—A considerable portion refused it.

2576. What became of those who refused the poorhouse?—I think it states in the last half-year's report how many applied and how many have been refused. This is dated the 1st of February 1869. "There have been 3,754 applications for relief during the half-year, or 719 fewer than for the corresponding six months last year, and 214 more than for the corresponding six months two years ago; 271 were refused relief of this number, 15 appealed to the sheriff, and were ordered relief. The poorhouse was offered, but only nine accepted the offer."

2577. Sir *Robert Anstruther.*] To whom was the poorhouse offered?—To part of those applicants; of the 271 who were refused relief, 15 appealed.

2578. *Chairman.*] You have said 271 were refused relief, that is, the application absolutely refused?—Yes.

2579. Do you know what becomes of these parties who apply, and get refused relief?—A great many of them I suppose try to do what they can for themselves; we find that they are not proper objects of relief.

2580. Do they manage to maintain themselves?—We do not follow them after we refuse them relief.

2581. It has been suggested to us that these parties who get relief refused to them, become vagrants and go to swell the number of vagrants over the country; have you any experience in that direction?—No, it is not so with us; in the country it might be, but I think in towns it is not the case.

2582. Sir *Edward Colebrooke.*] I see that it is stated in the last report of the Board of Supervision, that in your parish there were six that appealed to the Board of Supervision?—Yes.

2583. Is that a usual proportion in the course of a year?—I could not answer that question.

2584. You have very few appeals to the Board of Supervision, I suppose?—Very few indeed.

2585. *Chairman.*] With reference to those who have applied to the sheriff and get put on the roll by the sheriff, do you find that generally the sheriff orders people to be put on the roll who really should go on the roll, or are they cases that should not go on the roll?—I do not think that the sheriff is a proper judge in the matter, because he only hears the opinion of one side, and it would become a very expensive thing for us to send down an inspector; and the pauper or applicant is entitled to have an attorney there to speak for him. The consequence is that we rather give them relief than go to the sheriff.

2586. Then your opinion is that the sheriff is not a good tribunal for these cases?—Most distinctly not; I think that all such cases as that ought to appeal to the relief committee, the whole house of the guardians of the poor, and I am quite sure that they would get every justice.

2587. Sir *Robert Anstruther.*] But it is because they are refused by the Board that they appeal to the sheriff, is it not?—No, they are not refused by the Board; there is one of the directors who sits with the inspector every day, a director for every week; he takes the whole week with the inspector, and all the cases are minutely gone into; they hear the report of the sub-inspector, and afterwards they adjudicate and give relief or not give relief as they think fit.

2588. Mr. *Miller.*] Has that director the power of refusing or admitting?—He has the power of the board.

2589. He is entrusted, in short, by the board, with power to refuse or to grant?—Yes.

2590. And then if he refuses the remedy is to go to the sheriff?—That is the remedy at present.

2591. Sir *Robert Anstruther.*] Is that practice allowed by the Act?—Yes, I believe it is.

2592. Mr. *Ellice.*] But I think I make out from what you have stated that the whole number of appeals that the sheriff allowed out of the whole number rejected was only 15 in the course of the year?—Yes.

2593. So that, in fact, out of the whole number of cases rejected, the only ones in which the sheriff reviewed the decision of the parochial boards were confined to 15 cases?—Yes; a great many apply for relief, I may state, with the expectation of getting out-door relief, and when they are offered the house, of course, they do not come in; and in all cases that come from the sheriff we offer them the house, and very few of them accept of it.

2594. But still the fact remains that in only 15 cases did the sheriff order relief?—Yes; that is for the last half-year.

2595. *Chairman.*] These 15 were not offered the poor-house, were they?—The 15 applied to the sheriff, but only nine of them accepted the house.

2596. You got only nine put on the roll?—Yes.

2597. Sir *Robert Anstruther.*]—We understood you to say that 271 were refused, the honourable Member who questioned you just now thought you said 15 out of 271; will you explain that?—The 15 were all that appealed to the sheriff out of that number.

2598. Mr. *Ellice.*] Do you mean to say that were the whole number that appealed to the eriff?—Yes.

2599. The sheriff, therefore, gave relief to the ole that appealed to him?—They came back the house.

2600. My question was, whether the sheriff ve relief to the whole number that appealed to m without exception, because you are stating w that only 15 appealed to the sheriff?—Yes.

2601. Therefore, if the sheriff gave them a atus as paupers in the case of the 15, he found at every one that appealed to him was entitled relief as a pauper?—Of course.

2602. Mr. *Miller.*] But do you know that it as only 15 out of the 271 who appealed?—I erely state that out of the report of the spector; but I would refer that matter to him.

2603. Mr. *Ellice.*] You said that the sheriff ly hears one side. Is it the fact that the eriff gives no opportunity to the inspector, or the parochial board to explain matters with gard to the cases if they think fit?—Of course e can appeal to the sheriff if we think fit, but e do not do that; we find it too expensive.

2604. In what does the expense consist?—We ould require to lodge answers, and there would an attorney appointed.

2605. Would it not be sufficient for the inector to appear and explain the case to the eriff?—I am not aware as to that; we do not t upon that.

2606. *Chairman.*] You visit the paupers in e poorhouse, yourself, I suppose, to see whether ey are well cared for?—Yes; when I was airman of the house committee I visited them equently, and even now we visit them; genally, each director is bound to visit two or ree times a year.

2607. Can you state whether there are any mplaints about the treatment?—Generally eaking, we have had little or no complaints; of te, we had a few complaints, but it was from a ass of people that are by no means trustorthy.

2608. What mode do you take of investigating ese complaints when they are brought before u?—If they are anything of consequence, we ing them before the governor and the matron, d two of the directors, generally the chairman the house committee, and the deputy chairan.

2609. The parties are called before those perns, and their case fully gone into?—Yes.

2610. What is the general nature of the comlaints; do they relate to insufficient food, or hat?—All the time that I was chairman of the ouse committee, I am not aware that I had a ngle case of that nature brought before me.

2611. Then do you give it as your experience at if any complaints are made, they are genally from parties who have no real case?—Yes; may state that the only case that I know of at nature, was one which occurred lately, of wo or three women with illegitimate children, or eserted wives, that had made complaints about od; in fact, there was an old school lady that ook up their case, and bothered the Board of upervision time after time with letters, as the arties were giving her information. They sent rough one of the commissioners, and made nquiry, and found that it fell to the ground; till it was persevered in and continued, and they ent an advocate along with Mr. McNeill, one of the commissioners, and various witnesses were brought forward, pro and con. I cannot tell you the result; but so far as I could judge from the remarks that were made, I think that that also goes to the ground; in fact, I would say that it was just a conspiracy of half a dozen bad women.

2612. Are the women with illegitimate children kept in the same room with deserted wives?—It depends a great deal upon the character of the individual, at the investigation of the case, where we shall place them.

2613. Do you endeavour to keep the respectable people together?—Yes, we try to classify them as much as possible.

2614. Have you any lunatic ward in your poorhouse?—Yes.

2615. Have you many inmates of it?—We have, I think, about 147 in the house just now, and we have a license for 60 more. We have bought a property lately in connection with the Lunacy Board.

2616. Have you a scale of dietary fixed for your poorhouse?—Yes, we have. We go by the rules of the board of supervision; you will find it among them.

2617. Sir *Edward Colebrooke.*] Is there a uniform rule for all poorhouses, a general order?—Yes.

2618. *Chairman.*] How do you arrange for the management; have you committees for the different departments of work in the poorhouse?—Yes, the house committee is constituted of 11 gentlemen; they are bound to look after it.

2619. It is one committee that looks after the whole management of the poorhouse?—Yes, divided into several sub-committees.

2620. Sir *Edward Colebrooke.*] And are they expected to visit at certain times, or as they consider most convenient?—Every week there is a visitation, or ought to be, by two of the directors.

2621. Who report to the board anything they think necessary?—There is a book for writing down any remarks they have to make.

2622. And if any complaint arises, it is in the first instance directed to this visiting committee when they visit, or at least the paupers have an opportunity of so doing?—They generally make it a point of asking the paupers if they have got any complaint.

2623. They go round the whole house and give that opportunity?—They go round the whole house, all the wards, and this book is for the purpose of writing down if there should be any complaints and any remarks that they have to make; there are certain questions that they fill up answers to.

2624. Sir *David Wedderburn.*] Do you find the visiting committees regular in their visits?—I must say that in our parish they are pretty regular.

2625. Sir *Edward Colebrooke.*] And does that visiting house committee superintend all contracts for food and clothing?—We do not contract for clothing; we contract for beef and milk, also for boots and shoes.

2626. In regard to any purchases, do they come under that committee?—There is a purchasing committee which once a month gets samples, for instance, of flour and meal and barley, and soap and sugar in; whatever is required in the house.

2627. For the month?—For the month.

2628. That is a different sub-committee from the

Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

the house committee?—That is part of the house committee, but a sub-committee, which we call the purchasing committee.

2629. And in regard to clothing, what is your practice?—We purchase the cloth, and the greater part of the clothing is made by the inmates; in fact, I may say the whole of it is made by the inmates.

2630. Each inmate receives on entering, a workhouse dress, I presume?—They get the ordinary dress that the other inmates have. When they come in their clothes are taken from them, and fumigated and put by in their place for them, and they are put into a bath and washed thoroughly and the clothes of the poorhouse put on them.

2631. Is there any other sub-committee of the house committee?—Yes.

2632. Is there any other separate committee besides the house committee connected with the management?—We have a law and finance committee, a house committee, a children's committee, a relief committee, and a sanitary committee, and inspector's committee.

2633. Now you are speaking of the general board?—Yes, that is the constitution of the general board.

2634. You say that there is a children's committee; do they superintend any question of putting out the children?—They are the proper parties to give you information in reference to them, because they look particularly after the children.

2635. They are distinct from the house committee?—They are distinct from the house committee. There sometimes may be a member or two members of the house committee on that committee, but it is a distinct committee.

3636. How often are they appointed?—They are appointed for the year; all these committees are appointed for the year.

2637. What committee receives applications for relief?—The whole house is the relief committee; that is to say, all the members of the house, and one is a quorum, with the inspector.

2638. Is it generally only one that attends?—Generally one.

2639. Then he leans a great deal, I presume, on the statement of the inspector, or sub-inspector?—Of course he has principally that to go by.

2640. And he hears the parties?—He hears the parties as well.

2641. And they sit in the board, and receive all the applications?—Every morning.

2642. Mr. *Anderson.*] Are there any sub-committees of the children's committee?—I am not aware; I do not think that there are.

2643. Are there any sub-committees of the finance committee?—There is a sub-committee chosen amongst themselves for appeals.

2644. Of the house committee you have a sub-committee, a purchasing committee?—Yes, also book sub-committee, repairs sub-committee, and school sub-committee.

2645. Of the sanitary committee is there any sub-committee?—No.

2646. Sir *Edward Colebrooke.*] What are the duties of the sanitary committee, as distinguished from the house committee?—Generally they look after the doctors, and the giving out of medicines, and any cases that may come before them.

2647. Have you any fever wards?—We used to have a fever ward, but now we send those cases to the police fever wards, or town's hospitals.

2648. In cases of small-pox what do you do?—We remove them to the infirmary; all infectious diseases we remove from the house.

2649. Mr. *Arthur Peel.*] What is the police fever ward?—It is a ward appointed by the council, and it is paid for by the general assessment of the town.

2650. Mr. *Orr Ewing.*] Under the Sanitary Board?—Under the Sanitory Board.

2651. Sir *Edward Colebrooke.*] In case of fever or sickness would a reference be made by the master to the Sanitary Committee, and would the Sanitary Committee give directions for the removal of the person, or on whom would it devolve?—It is the understood rule now that all fever cases go there.

2652. Will you state what are the duties of the law committee?—First of all, all the accounts connected with the house pass through their hands, and they look into all litigations that there may be about the settlement of paupers, and various things of that description; many things of that nature come under their cognizance.

2653. Mr. *Anderson.*] Have the sanitary committee any duties out of the house?—All the duties are outside; they appoint medical officers for the different districts, and take cognizance of the way their duties are discharged.

2654. *Chairman.*] How many members are there on a committee generally; is there any fixed number?—In the house committee, I think there are 11 altogether; in the finance, law, and assessment committee, I think there are about 12, but I am not certain.

2655. Sir *Edward Colebrooke.*] Do the childrens' committee superintend the school?—Yes, the schools outside.

2656. They would appoint a schoolmaster, I suppose?—We have a regular schoolmaster and a schoolmistress, under the supervision of the house committee.

2657. And have they any assistants?—No; they are more particularly under the supervision of the chaplain; we have an appointed chaplain.

2658. The children are lodged separately from the rest of the paupers?—Yes.

2659. And it is the duty of the committee to visit the schools?—Yes.

2660. Do you find that you can keep the children separate from the other inmates?—Yes; we have a separate house for them.

2661. Supposing that their parents are in the house, what then?—They are quite in a different portion of the building.

2662. *Chairman.*] But intercourse, I suppose, is allowed between the parents and the children?—They are allowed to see their children.

2663. Every day?—I do not think so often.

2664. Mr. *Armitstead.*] In the case of the Roman Catholic children, do you allow the priest to come in and instruct them?—Yes.

2665. An hour is set apart for the purpose?—We allow him to come in at any time he thinks fit.

2666. And instruct them?—Yes.

2667. *Chairman.*] Does any difficulty arise with regard to the Roman Catholic children in your experience?—No, I cannot say that we have had much difficulty in that way.

2668. Sir *Edward Colebrooke.*] Sir John McNeill stated that there was some difficulty with regard to Roman Catholic children in finding proper persons with whom to board them; have

you experienced that difficulty in Glasgow? , not for five years past.

69. He stated that when you want to put out to board, it is not always easy to find an Catholic parents to take the charge of ; that is not your experience?—Not now; quiry, I find that our inspector boards them Roman Catholic families, and generally, or r I may say invariably, for the last six years, nspector consults the Roman Catholic priest e district, the proper parties to board them ; we just board them out the same as the s.

70. Have any objections been made to that? t that I am aware of.

71. Mr. *Mackintosh.*] You say that the child re kept separate from the parents; at what age u separate the children from the parents?— they come to two or three years; about three old I would say is the time that we separate .

72. And who takes charge of these children? ey are under the guidance of the matron he assistants.

73. And have they nurses besides?—Yes; are nurses besides in the house.

74. Mr. *Miller.*] They get a little education, ppose, at the very beginning?—As soon as are fit for it.

75. When you separate them you put them the hands of the schoolmistress?—Yes; and irls are also taught to knit and sew.

76. You have an industrial department?—

77. *Chairman.*] What is the number of your hial board generally; is it very large?—The er is 25, that is, five elected from each ; we having five wards; and there are four by the town council, and four by the Presby- or Kirk session; that makes 33 in the total er.

78. Do you find that that system and the itution of the board works satisfactorily?— satisfactorily indeed.

79. What is your experience of the effect of poorhouse upon expenditure; has it reduced xpenditure much and kept down the rates? ell, I do not think that we have increased; re rather decreasing, except last year; we increased last year.

80. Mr. *Miller.*] That arose from scarcity ork?—Yes.

81. *Chairman.*] Can you give us any infor- n with reference to the number applying to lieved from rates on the ground of inability y?—I could not give you exactly the num- I think you had better ask that of the ctor.

82. With regard to the pauper lunatics, do you find the average cost of maintaining in the poorhouse to be?—The cost is for thing about 5 *s.* to 5 *s.* 6 *d.* (5 *s.* 6 *d.* I would a head per week, and those that we have in Royal Gartnavel Public Asylum cost us 11½ *d.*

83. Can you tell us whether the difference st represents better care, or what is the cause at increased expenditure?—Well, I think ave to pay for a good proportion of the debt the building.

84. Mr. *Miller.*] I suppose that 5 *s.* 6 *d.* does nclude anything as rent?—It includes the r and rent.

2685. A per-centage upon the building?—Yes.

2686. So that you can, by that means, compare it with the charge that is made at Gartnavel?—Yes.

2687. And one is rather more than double the other?—Yes; and I consider that our lunatics are very well cared for indeed.

2688. *Chairman.*] As well cared for as those in the Gartnavel Asylum?—Quite as well; because many that we have sent there have requested to be taken back.

2689. Mr. *Ellice.*] Are they not a different class of lunatics?—Generally they are.

2690. The ones that you have in the poorhouse wards are invariably incurable and harmless, are they not?—No; we have a good many that are cured.

2691. In the lunatic ward belonging to the poorhouse?—Yes.

2692. That is contrary to the evidence we have; can you give us any instance where you had lunatics in the lunatic ward who have been discharged as cured from the poorhouse?—We have those cases I know; here is a table showing the "Length of Residence in Poorhouse of the Ordinary Sick and Insane who died during the year ending 31st March 1868. Under 1 day, 21; under 2 days, 21; under 3 days, 14; under 7 days, 38; under 1 month, 143; under 3 months, 155; under 6 months, 83; under 1 year, 46; under 2 years, 26; under 3 years, 11; under 4 years, 6; under 5 years, 10; under 6 years, 3; under 7 years, 3; under 8 years, 3; under 9 years, 1; under 10 years, 2; under 12 years, 1; under 15 years, 1; under 25 years, 1; under 28 years, 1; under 30 years, 1."

2693. Mr. *Arthur Peel.*] Are you obliged to send lunatics always, in the first instance, to the asylum, and do they send them back to your licensed poorhouse?—No; we take the advantage either to send them to the public asylum or take them into the house; it just depends upon the number that we have in the house, whether we can receive them or not.

2694. Then you may receive them without the sanction of the Gartnavel Asylum?—Gartnavel has nothing whatever to do with us; we are under the Board of Lunacy.

2695. Mr. *Anderson.*] You only send to Gartnavel when you have not room in your own lunatic ward?—Yes.

2696. Mr. *Ellice.*] I see that the Table you read from just now gives the length of residence in the poorhouse of the ordinary sick and insane who died?—Yes; but we have the lunatics separately in other reports. We have them cured, and do cure them, and we have the means quite as much as Gartnavel for doing it. We do not take them in for the purpose of merely curing them; but if they are to be cured they get the benefit of our treatment.

2697. What means have you in the poorhouse of curing those lunatics?—We have all the means of any other asylum. The doctor looks particularly after them when they require any medicine; he attends to them; and we have recreations for them of various kinds; we have no different treatment from other asylums.

2698. Mr. *Orr Ewing.*] We shall get these facts better from the inspector, I presume?—Or from the doctor, who will be better able to go into that.

2699. Sir *David Wedderburn.*] Are the lunatics

Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

kept quite separate from other paupers?—Quite separate.

2700. Have they the same airing ground?—Different airing grounds altogether; they are kept entirely separate.

2701. Mr. *Miller.*] I suppose your asylum is a distinct department of the poorhouse, separated from all the others?—Distinctly.

2702. Everything laid out so as to receive lunatics?—Yes.

2703. I suppose, if it had not been so, you would not have been licensed?—No.

2704. Mr. *Crum Ewing.*] And your medical man for the lunatics is acquainted with lunacy cases?—Yes, as well as any other man in an asylum.

2705. *Chairman.*] Do all your lunatic poor go into the lunatic ward in your poorhouse, so long as you have room for them, or is there any rule which requires you to send them to Gartnavel first?—Sometimes they are sent there at once. If we have a very violent person, perhaps, we send him there, but it is not always done.

2706. But that is according to the judgment of the committee who have charge of the matter?—Yes.

2707. According to the report of the medical man, I presume?—Yes; all these patients come up before the medical man, and he judges what they shall do.

2708. Have you a man appointed from the Lunacy Board?—We have three doctors; a head doctor, and two assistants in the house.

2709. Mr. *Ellice.*] Is there any particular printed form of order by which you are authorized to receive and keep any particular lunatic in the poorhouse ward, emanating from the lunacy commissioners?—I think so; but I could not say what it is.

2710. You will make inquiries and let us have that?—Yes.

2711. *Chairman.*] These three medical men whom you mention, entirely attend to the poor in the house?—Entirely attend to the insane and the poor within the house.

2712. Mr. *Cameron.*] Has the Board of Supervision ever objected to your having any of these lunatics in your own ward?—No; because the insane is a very expensive department, and it costs us less to keep them in the house than elsewhere. In my opinion they ought to be kept out of the public funds, and they should come under the same protection as criminals. I think we ought to have nothing to do with that.

2713. As a fact they never have objected to it?—I am not aware that they have.

2714. Mr. *Arthur Peel.*] When the Lunacy Commissioners have made an investigation in your licensed house have they ever found people there whom they certified to be more proper subjects for the lunatic asylums?—No, not that I am aware of.

2715. Sir *Edward Colebrooke.*] Have you in your asylum cases of violent insanity; in fact, every form of madness?—Yes, we have various cases.

2716. In fact you receive all that you can, and it is only when you have not room that you send to Gartnavel?—As I mentioned before the doctor very often judges for himself whom he takes into the house, or whom he sends to Gartnavel.

2717. Mr. *Ellice.*] Is this place which you are speaking of as a place of detention a separate lunatic asylum, or is it a poorhouse ward f lunatics?—It is connected with the poorhouse.

2718. Mr. *Cameron.*] Whom is it inspect by?—By the Commissioners of Lunacy.

2719. Not by the Board of Supervision?—T Board of Supervision have nothing to do wi the lunacy department.

2720. Mr. *Ellice.*] But you state that in t ward, which is strictly in connection with t poorhouse, you receive cases of violent insanit —Yes, what you may call violent cases; we r ceive all cases.

2721. Mr. *Hamilton.*] I think I understood y that it is not under the Board of Supervision? Not under the Board of Supervision, but und the Board of Lunacy entirely.

2722. Therefore it is not connected with t poorhouse, is it?—Yes, it is.

2723. Mr. *Ellice.*] Is this asylum which y are speaking of under the control of the Board Supervision?—No.

2724. Therefore it cannot be in connection wi your poorhouse, can it?—It is in connection wi it.

2725. Mr. *Miller.*] It is a part of the sa building?—Yes, it is part of the same building but it does not come under their supervision.

2726. *Chairman.*] Are any lunatics sent to except paupers?—Yes; we have two or thr women that are paid for by their husbands.

2727. Mr. *Ellice.*] Have you a separate esta lishment for this lunatic ward from your establi ment for the poorhouse?—They may be in t same building, but they are quite separate esta lishments.

2728. Have you in any other part of the buildi harmless lunatic paupers?—Yes; but we classi them all.

2729. How are those harmless lunatic paup provided for; are they in another ward of t building?—In another ward of the building al gether.

2730. Mr. *Crum Ewing.*] Your building, t present poorhouse, was originally built as lunatic asylum for the Glasgow district?—Ye

2731. And, therefore, you have every accomm dation that it is possible to have for keepi lunatics of all description?—Yes.

2732. *Chairman.*] What provision is made medicines; do you supply those separately? We have a dispensary for the out-door poor, a a dispensary for the in-door poor.

2733. And who are your medical men paid b by salary?—By salary.

2734. A fixed salary, not varying according the number of patients?—A fixed salary.

2735. What are your medical arrangements the case of out-door relief?—They come un the district doctors, and we have a Governm grant; they get 55 *l.* a year.

2736. How many district doctors have you? I think 12 altogether.

2737. Are these paid by salary?—They paid by salary; they have their practice besid

2738. But they receive a salary?—They ceive 55 *l.*, each of them, annual salary.

2739. And are they bound to provide me cines for the poor from that sum?—They are p for the medicine, or they give a line to t dispensary.

2740. Do you ever relieve medically ab bodied poor who are not subjects for poor reli —We have done it to a certain extent, but

t make it public; they do not come on the s as paupers.

41. We had it from a witness here the other hat it was a condition of your getting the rnment grant for medical relief that you d relieve those who might come ultimately e roll; is that so?—We do it to a consider- extent in that way.

42. Merely as a matter of discretion?— ly as a matter of discretion; not that we ound to do it.

43. Is there any complaint in your parish regard to the amount of the poor-rates?— I must say that I do not remember any laints of any consequence.

44. Do you think that the rates fall at all ow down in property?—Well, that cures for we do not get anything from them.

45. How are the rates levied in your parish? on rental.

46. Classified?—There is a deduction of 20 ent. upon rent; that is all the classification.

47. All round?—All round.

48. Upon occupiers?—Both the occupier andlord get the benefit of that deduction.

49. You deduct 20 per cent. from the s on the valuation roll?—From the gross l.

50. And you assess equally so much in the l?—Yes.

51. What do your rates average in the d?—Just now it is 1 *s.* 7 *d.*; but that penny ut on for this addition for the insane.

52. Is that 1 *s.* 7 *d.* upon occupier and upon r also?—Altogether; the landlord pays the alf and the tenant the other.

53. Have you a large amount of rates that annot collect?—Yes, there is a considerable n; but these questions will be more satis- rily answered, I think, by the inspector; he re versed in these matters. I find this: tstanding assessment considered irrecover- 3,319 *l.*"

54. What is the total assessment?—£. 49,714 ½ *d.*

55. Mr. *Armitstead.*] Has there been any ase in pauperism within the last few years? lo not think so; last year there was an in- e in the expenditure.

56. What do you ascribe it to?—The dul- of trade, I think.

57. Do you think that pauperism always ases with dulness in trade, and that there is pauperism as trade improves again?—No t of it.

58. Mr. *Crum Ewing.*] Did you assist any odied poor at that time?—No, we do not at; that has been very well managed (by itary subscriptions) by the Lord Provost nagistrates, with the chairmen of the city h and the barony parish; the two inspectors ally meet also, and they have been able to those persons employment, and, under the vision of the inspectors of the poor, they found it to work very well. We had a many applications at first, but gradually wore off.

59. And did the parochial boards supply art of the funds for that purpose, or was it tary?—It was entirely voluntary.

60. You have never been in the habit of g assistance to such able-bodied cases?— there might be some single exceptional 2. case, but I am not aware that it has been at all general.

2761. Mr. *Miller.*] You mentioned 3,000 *l.* of arrear of rates; is that arrears of one year?—Yes.

2662. Mr. *Anderson.*] Do you think that you ought to have power to give relief to able-bodied poor?—Well, I think it would be very well if we could be enabled to do it judiciously.

2763. You think that you ought to have the discretion?—Yes, discretionary power would be an advantage, I think.

2764. But not that the pauper should have a right to claim it?—No.

2765. *Chairman.*] Do not you think that if you had the discretion given you by Act of Parliament it would create an opinion that the parties were entitled to relief?—I am afraid that might be the result.

2766. Mr. *Orr Ewing.*] But would it not be a good thing that if there was a long continued distress in the city of Glasgow, you should have the power then to raise funds, and to aid able-bodied poor; not in individual cases, when there is no general distress, but when there is a want of employment for some time, would it not be a humane thing?—I would agree to that.

2767. *Chairman.*] But do you think that the difficulties are greater than the advantages?—Well, I do not; they would know that they would have no claim except as we judged that they had.

2768. Mr. *Miller.*] Had you great difficulty during the last depression of trade in getting the voluntary contributions, so as to meet those cases?—No; we got through it very comfortably indeed, because we found that a great many that applied did not require aid when their case was investigated. Had it been left entirely to the Lord Provost and the magistrates I believe they would have been imposed upon to a great extent; but our sub-inspectors are very particular, and they get to the bottom of everything, and the cases were laid before the head inspectors of the city and barony parishes, and they were able to judge what to do with them. They offered them work, and, of course, if they did not go to work they got no relief; we found on Saturdays, when we gave 1*s.* 6*d.* or 2*s.*, and double rations for Sunday, that we had always a great increase of applicants, who came so that they should get this relief, and go away on Monday, but we checked that.

2769. Mr. *Crum Ewing.*] These were the able-bodied poor, supplied with relief by voluntary contributions?—Yes.

2770. Mr. *Miller.*] So far as your experience of the voluntary system, if I may call it so, goes, did it work satisfactorily to your mind?—So far satisfactorily that we got sooner quit of those parties, and the deserving poor got the relief; those that really could not get employment; but a great many applied whilst they were employed, and who really did not require it.

2771. *Chairman.*] Supposing that you had a discretion given you by law to aid able-bodied poor, what check would you be able to use, so as to keep down the number of such applications?—Well, it would be rather a difficult thing to have a check.

2772. With regard to the poor who are proper objects of relief now you have the poorhouse?—Yes.

Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

2173. I presume that that test would hardly be applicable if you had a discretionary power to relieve able-bodied poor?—We generally judge from the character. You generally find the well-doing tradesman will not apply unless he is in need; it is the more indolent and dissolute parties; and, of course, we just treat them accordingly.

2774. But what means would you have of knowing these parties sufficiently to judge whether they were deserving or not?—We could get at that by inquiries of our sub-inspectors, the same as with other ordinary poor.

2775. But have you not got sufficient now by the system of voluntary subscriptions handed to the inspector, to be applied to relief of those cases?—I do not think that the other system would work as well as it does work at present; I think that the present system is very good, at least in our parish.

2776. I understand that there is a system of voluntary subscriptions being raised in cases of great distress, and an inspector employed to administer the relief?—Yes.

2777. Do not you think that quite sufficient, instead of giving you a discretion to relieve able-bodied poor?—I think it would work well enough in that way.

2778. Mr. *Miller.*] And you find that it did work well?—So far.

2779. Mr. *Cameron.*] If you were to levy a special rate in times of depression, will it not be a hardship upon those just removed from the class of paupers, but who would suffer from the very fact of its being a time of depression?—Yes, it might be levied on the very parties that were getting relief.

2780. Would not that be an objection to that system?—I think it would.

2781. Mr. *Orr Ewing.*] But I suppose that there is a hardship in the present system, and that the burden falls unequally upon parties?—We generally find that the party that contributes can well afford it.

2782. But many who could well afford it, do not contribute?—Yes.

2783. And therefore it is unfair that the more benevolent class should pay in times of distress?—Yes, but that case has not been very frequent.

2784. *Chairman.*] Do you find that that large amount of irrecoverable rates, namely 3,000 *l.*, causes a considerable useless expenditure in the collection?—Not so much, because we know pretty well the class that are not able to pay, and we do not go to any expense in trying to procure the rate from them.

2785. Are these parties below a particular rental?—They generally are.

2786. About what rental?—About 4 *l.*; from 4 *l.* and down.

2787. Those are irrecoverable?—Generally; there are some that may pay the rates, but generally speaking it is the case.

2788. Do you think that it would be an advantage to alter the law of rating, and stop the limit of liability at a particular sum?—That might be dangerous too, because some parties paying 6 *l.*, might be inclined to go into a 4 *l.* house for the purpose of evading the rate.

2789. Mr. *Anderson.*] Do you assess under 4 *l.* now?—Not under 4 *l.* I think.

2790. *Chairman.*] In regard to the law of settlement, have you turned your attention to t at all?—Yes, I have thought a good deal of it.

2791. Have you any suggestions to make the Committee upon that?—We have had a gr deal of litigation in trying to find out the sett ment of individuals, and on that experience al I think if the five-year settlement were d away, and it were put on the place of birth, should have no litigation whatever, and any d puted case that might come up could be refer to the Board of Supervision. That would ta away all the law points that we have been li gating before.

2792. Do you think that a law of birth sett ment alone would act equally over the countr —I think it would. I think it is the fairest d tribution.

2793. Do you not think that an advanta might be gained under the present law of sett ment, if you united parishes in a town into o parish?—No, I do not think that it would wo well; because you would require to assimila the assessment and management, and I do n think that you would get the same class of ge tlemen to attend to the poor as you have at p sent.

2794. You do not think that it would be a vantageous to unite all your parishes into on —No.

2795. They would be too large and cumbro to work you think?—Yes; you would not th get the same supervision that you have present.

2796. Mr. *Orr Ewing.*] Would it not be improvement, that the three parishes of Glasg should be combined into one parish for charg ability?—No.

2797. What is your objection to that?—B cause I do not think that it would work so w as it does at present. I do not see the bene that would be gained by it.

2798. I mean for assessment. Do not y think that it would be an improvement to ma them one parish for assessment?—That the sa assessment should be exigible in the city? No do not think that it would be quite fair, becau Barony parish has got a great many more p than we have, and it would not be fair to asse the City for that, though the Barony assessme at the present moment is less than ours.

2799. You think that the interests of t parishes are so distinct that a person living in o parish ought to be differently rated from a pe son in the other?—Yes.

2800. I think you say there would be a dif culty in collecting the assessment if you co bined the three parishes. Is it not the case th for all municipal or city purposes Glasgow treated as one parish?—I do not think that the would be any difficulty in the collection of it, b in the administration of it I think there wou be a difficulty.

2801. I was asking as to the assessment itse and was coming afterwards to the administrati As to the assessment, do not you think it fair th all parties in Glasgow should pay the sam amount for the support of the poor?—Well, cannot exactly say as to that. I do not thi that any harm would proceed from it, but I not think that it would be in any way ben ficial.

2802. It would be more just?—I do not kn that it would, because for instance you could n ta

e in the Barony for this reason; it is a land-d parish as well as a burghal parish, consequently it would not be fair to assess the land-d part of the parish as high as the rest.

803. It is a municipality, is it not?—Part of

804. There would be no harm in combining so far as it was within the municipality?—You ht do that.

805. Do you not think that it would improve settlement?—No; I do not think that as to lement it would make much difference, because the poor are provided for. In any disputed e the poor get immediate relief now.

806. Is it not the fact that many poor people settlement because of changing from one ish to another?—They lose the settlement haps in Glasgow.

807. And that is a saving to Glasgow, I suppe?—Of course, to a certain extent.

808. You seem to think that the birth settlet is the most just system of giving the pauper ttlement?—I think so.

809. Whether do you think the parish that a has been born in, or the parish where he spent all his days in labour, is more under gation to support him?—In cases of that kind, ink, it should be left to the Board of Supervision whether he should be sent to the parish re he has got his settlement, or should remain he parish where he has located longer. He ht not have got a settlement in Glasgow, but night have been much longer in Glasgow than he place of his birth.

810. You think that there should be no law ettlement, but that the Board of Supervision ld have the power of saying where he ld be settled?—In any disputed case I think Board of Supervision should have that er.

811. I am speaking of what the law should be, of disputed cases. Do you think it is more ect that the law should be that a man, n he becomes a pauper, should be a burden the parish in which he has accidentally been n, or the parish in which he has spent all his s?—I think that it would be more equitable lace him on the parish where he has spent all days.

812. And, therefore, you think that instead having a claim on the parish in which he was n, he ought to have a claim on the parish in ch he has lived, and to which he has given abour?—Yes.

813. You seem to suffer a good deal from loss he collecting of your assessments in Glas; about 3,000*l.* you said you were deficient year?—Yes.

814. Did you lose anything last year; were poor-rates better collected last year than narily on account of the election?—I think as much about the same last year as for-y.

815. Would you not think it an improvement the proprietors of the houses at rents of 4*l.* under should pay the burden upon those ses, as they do municipally, and that the nts should not pay?—I think they do it at ent.

816. I thought so, too; but I thought you it was from the poverty of the occupiers that did not get the money?—Yes, below 4*l.*

817. *Chairman.*] To clear up that point, is it

the fact that a number were put on the electoral roll below 4*l.* in Glasgow?—I do not think it; I am not aware of it.

2818. Mr. *Orr Ewing.*] Is it the law that the proprietors of houses at rentals of 4*l.* and below pay the poor assessment?—I think they do.

2819. Then it was not because of the poverty of the occupiers of these houses, but because of the poverty of the proprietors of them, that the rate was not got?—I do not know the cause of it; but it was irrecoverable.

2820. Have you not the power of laying hold of the property itself?—Perhaps this is the half; the proprietor might pay his half on the rental, but the other half is paid by the occupier; consequently the proprietor is not bound to pay for the occupier.

2821. But I understood that the law was that the proprietor paid both for the occupier and for himself?—No, he only pays the half.

2822. *Chairman.*] The tenant pays the whole; but he is entitled to go against the landlord for the half?—Yes.

2823. Practically, therefore, he is only bound to pay the half?—Yes.

2824. Mr. *Orr Ewing.*] As to management, supposing that you had the three parishes of Glasgow combined into one parish, which I think you have admitted might be an improvement, you think there might be a difficulty in the management of so large a parish?—Yes.

2825. But would it not be quite possible to have three boards of management, the same as at present?—But, then, how would you do with the funds?

2826. You would get the funds that were collected in the city for the purpose of maintaining the poor. You have at present each of your boards of management divided into committees. Would not this merely be one great board of management divided into committees, the same as you have already? You have not, perhaps, given the subject much consideration?—No; my own impression is that it would not work well. I think that it would be a great pity to interfere with the present working of the city parish.

2827. My object is to make one area of assessment, maintaining the present system of management, which could be done quite well, could it not?—It might be done, but I do not see the benefit there would be from it.

2828. Mr. *Anderson.*] Would it do to unite the parishes for purposes of settlement, and nothing else?—Well, it is possible that that might be wrought out.

2829. Merely to get quit of the cost of cases of paupers losing their settlement, by going to live on the opposite side of the street, for instance?—It would be advantageous so far in that way.

2830. It would be a benefit to the poor, would it not?—Well, a pauper gets relief, whatever the case is. It would make no difference to him; because if they do not find out his settlement, the parish that he resides in at the time is obliged to support him.

2831. Sir *Edward Colebrooke.*] For purposes of administration, you think that the district management ought not to be enlarged beyond its present limits?—No, I think not.

2832. Is that the opinion of your Board?—Yes, I think the majority are.

2833. The subject, I presume, has come under

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Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

the consideration of your colleagues?—Yes, we have had it discussed; perhaps, two or three members are in favour of that, but the majority are in favour of things remaining as at present.

2834. Are you generally satisfied with the control exercised over the Board by the Board of Supervision?—Yes, we are.

2835. You have no reason to complain of the rules which have been laid down by them for the administration of relief?—No, we have not.

2836. Or of the number of appeals that have been addressed to them by paupers?—No, we have no reason to complain in that way; we should not like them to get any greater power in respect to our officials; for instance, as to our governor and doctor. I do not think that they should have the power to elect or discharge as they thought fit, without appealing to the directors; I think it is quite right that the directors should have power over all the officials.

2837. You think that the inspector ought to be servant of the parochial board?—I do not object to the head inspector being under the Board of Supervision, but the appointment of the other officials ought to be under the directors, I think.

2838. Are they not now made by the directors?—They are.

2839. But they cannot be removed without the sanction of the Board of Supervision, can they?—Yes; we could remove our governor or any other official.

2840. But not the inspector?—Not the inspector.

2841. And you think that the officials ought to be removable by the parochial board without any appeal?—Well, if they thought fit, I would not object to the parties having the power to appeal; but what I mean is, that I would not give the power totally to the Board of Supervision to either appoint or discharge without the sanction of the directors.

2842. *Chairman.*] Are your medical officers appointed for a fixed time, or are they elected every year, or how are they engaged?—We can discharge them on a month's notice.

2843. Mr. *Hamilton.*] Without the consent of the Board of Supervision?—They have nothing to do with the medical officer. I mean the Board of Lunacy have only the right of discharging the medical officer in their department.

2844. Do you not have a grant of money towards your medical relief?—Out-door medical relief we have.

2845. Have you not a share of that 10,000 *l.* granted by the Government?—We have got 666 *l.* 9 *s.* 10 *d.*, I think.

2846. Can you discharge your medical officer without consulting the Board of Supervision?—Yes; for any fault.

2847. Mr. *Miller.*] The only man you cannot discharge is the head inspector, I presume?—Yes. I am not aware that we have to apply to the Board of Supervision in the case of the medical officer, but I may be wrong.

2848. Mr. *Fordyce.*] Do you think that the medical officers are satisfied with their position?—Yes; I think they are.

2849. You think that they would not prefer to be under the Board of Supervision, and to be dismissible by them?—I am not aware; but I do not think that it would be right to give the Board of Supervision the power.

2850. Mr. *Ellice.*] I want to go back to an old subject, as to the answer you gave with regard to the relative cost of lunatics kept in connexion with the poor-house, and those sent to the general asylum. You said that in the general asylum they cost about 10 *s.*, and in connexion with the poor-house about 5 *s.*?—Five shillings to five shillings and sixpence.

2851. Did that answer apply both to the lunatics confined in the licensed house, and to those confined in the ward of the poor-house appropriated to lunatics?—All the poor-house is licensed together, that is to say, the lunatic department of it.

2852. But you do not separate at all the cost between the harmless lunatics, and the general lunatics?—No, we take the average cost.

2853. You are aware that under the Act of 1845, up to a very late period, it was supposed that the power was granted to parochial boards to give relief to casual poor?—It was supposed so.

2854. In Glasgow, was that power ever availed of by the parochial board, previous to the late decision taking away the power?—I think it was done to a very trifling extent, if it was done at all; there might have been a few cases, but it was not generally done.

2855. As regards the general subject, have you any particular complaint to make, or have you heard that any general complaint exists against any particular part of the present Poor Law system?—No.

2856. Mr. *Fordyce.*] Can you give any statistics as to the number who have been offered, and have refused the poor-house, within the last five or ten years, in your parish?—By referring to the blue book of the Board of Supervision, you get all those particulars.

2857. Do a great proportion of those who are offered the poor-house refuse it in your parish?—A great number.

2858. And at the time they refuse it, have they any visible means of subsistence, except by begging?—When we offer them the poor-house, we consider them, generally speaking, not proper objects of relief, that is the reason why we offer the house, to make it a test.

2859. What becomes of those who refuse the poor-house?—I cannot answer that.

2860. Do you think that many of them become vagrants?—I do not think so in towns.

2861. Is begging much on the increase in Glagow, or is it decreasing?—We have very little begging, they are taken up by the police if they are found begging.

2862. Are you aware that vagrancy is increasing very much in Lanarkshire?—I am not aware of that.

2863. If that is so do you think that that has anything to do with the administration of the poor-houses?—They would be taken up by the police and punished, but I do not think it would affect us otherwise. If they were sent to us their case would be investigated, and if they were found to be proper objects of relief they would get it.

2864. Have you many married couples in your poor-house?—No, very few; we seldom have above half a dozen. In the case of married people that are well behaved, we are inclined to give them out-door relief generally; it is generally

l people that are unfit to take care of themlves, who are living in very poor houses or mething of that kind, that are taken into the use.

2865. Is the law agent of your board an actg member of the board?—We have no parular law agent that attends at the board. We ve different members that are lawyers, but ey are not paid agents.

2866. Mr. *Cameron.*] By your proposed alterion of the law of settlement, I suppose you nticipate considerable relief to all the parishes Glasgow in respect of the support of the or?—No, I should think it would become uch the same; I think it would be pretty fairly stributed. It is not for that that I would adcate it.

2867. You think that it would not relieve lasgow?—I think it would not much; the thing at I think of is that it would do away, comparaely speaking, with all litigation. It would be definite rule for all parishes to fall back upon e birth settlement.

2868. But you would not be relieved to any nsiderable extent by that change?—No, I ink we would be much as we are at present.

2869. *Chairman.*] With reference to the quesn put to you by the honourable Member for berdeenshire as to vagrancy; I believe that u have very stringent provisions by Act of rliament for vagrancy in towns, differing from ose in the country?—Yes.

2870. Therefore, you have no experience of grancy?—No.

2871. With regard to the incidence of taxan, have you turned your attention at all to at, on the question of bringing in means and bstance, as well as lands and heritages which e now taxed?—It is an inquisitorial tax that s never been liked; it never wrought well.

2872. That is, I suppose, because it was not rought in a satisfactory manner; but if you ought in means and substance for the poor rate, d had it collected with the income-tax, how ould that work?—I do not think that it would rk well. May I ask whether you mean that e should be supplied with funds from Governent?

2873. No; but that the income-tax collector ould be employed as the collector of the tax r the poor. The Board of Supervision might the Board of Control, and they would say, such and such a parish requires so much," and e income collector would know how much he ould have to add to the collection; do not you ink that that would work well?—In this way would not work well: we may require additnal buildings or alterations, or we may have tra poor, or what not, and if we required an tra sum, we should have to go back to the llector.

2874. You have to do the same thing now, ve you not; you make a special rate in such ses?—Yes.

2875. Who collects your rate now?—A paid llector with clerks under him.

2876. Do not you think that it would be done eaper in that way; you would save the cost those collectors, because the income-tax colctor would only have to collect so many more nce in the pound?—You would save all that; t our collection does not come to very much, is scarcely one per cent. upon the whole.

2877. That is about 500 *l.*, is it not?—Yes, it will come to fully that.

2878. Mr. *Orr Ewing.*] I presume that you see some difficulties in the way of changing the mode of assessment to the income-tax?—Yes.

2879. For instance, it would be very unfair in the case of a gentleman who paid his income-tax in London that his assessment should go to the maintenance of the poor in London, although his works were in Scotland?—Quite so.

2880. It would also be unfair if a gentleman paid his income-tax in Glasgow, but had his works in Dumbartonshire, that Glasgow should derive the benefit of his income and not the place where these people were employed?—Yes.

2881. It would also be unfair in the case of a gentleman having money in loans in different parts of the country, where he would be assessed on that money, because he would be paying income-tax for the support of the poor in districts in which he did not reside?—Yes; and there is another thing, it would allow a great many to get off, all below 100 *l.* would pay nothing.

2882. That would be another inequality?—Yes, and a very essential one.

2883. Parties who individually were in receipt of a little less than 100 *l.* a year, but whose earnings, with those of their families, might amount to more than that sum, not being rated to the income-tax, would be relieved entirely from the support of their poorer brethren?—Yes.

2884. And while relieving people below 100 *l.*, the system proposed would be the means of inflicting great hardship and increased assessment upon those above 100 *l.*?—No doubt of it.

2885. *Chairman.*] But would not the fact of relieving those below a certain sum restore a good deal of the old practice, by which these people would relieve their own poor and take care of them?—I do not think it.

2886. Is it the fact now that, in consequence of your having a legal assessment down to the lowest limit, these parties consider that, as they contribute to the general poor's fund, they are entitled to come upon it, and to put their relations upon it, and that they ought not to be at the double charge of contributing to the fund and supporting their relations?—No, I think not.

2887. Mr. *Orr Ewing.*] Do you not think that there is generally a good feeling amongst the poor towards their poorer neighbours?—Yes.

2888. In country parishes especially?—I am not specially acquainted with country parishes, but generally they leave it to the minister and Kirk Session, who manage it very well.

2889. And although there may be some instances in which sons and daughters and other relations refuse to perform their duty to their poorer friends, still, as a general rule, that is not the case?—I think not.

2890. *Chairman.*] With reference to the difficulties suggested by the honourable Member, in collecting the poor rate with the income-tax, those are matters of detail. Supposing that you could arrange a system that should meet those difficulties, would you not then think that an income-tax would be more equitable which would bring in the more wealthy portion of the community to contribute a fairer proportion than they

Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

do now?—I would like to see the details before I gave a different opinion.

2891. Supposing you left the income-tax to be collected upon the lands and heritages locally, it would be a convenience if the machinery of the Government were applied to collecting the income from the lands and heritages, and that would be a saving of expense, I presume; but supposing that you had half the assessment upon lands and heritages and half upon means and substance, and that you collected on schedules A. and B. by the income-tax collector on lands and heritages, and that the other half should be contributed by a contribution from the Consolidated Fund, that would avoid the difficulty suggested by the honourable Member, would it not?—No, I do not think it would do so; I think that by such a plan you would lose far more than you would get in assessment, because it is a most difficult thing to get at income. And there is another thing: the tax has been so much disliked that it is not at all popular, and it would make the poor-rates very unpopular; there would not be the same feeling for the poor that there is now.

2892. Mr. *Orr Ewing.*] Supposing that plan were adopted, would it not be apt to lead to extravagance and waste?—I think the expenditure would very soon double itself; it would not be so economically dealt with as at present.

2893. Why do you think that?—Because I do not think that the same interest would be taken in it.

2894. *Chairman.*] The collection would still be taken on lands and heritages, and that would give an interest to keep the rates down, would it not?—I think not.

2895. Sir *David Wedderburn.*] In the case of aged and infirm couples, do you think that it would be advisable to give them relief in their own homes without offering the poor-house, in order to test their fitness for poor-law relief?—We uniformly give out-door relief to parties that are worthy of it; and it is only in extreme cases, where we consider that they will be much better cared for in the house than they could be out of it, because they have no person to look after them, that we require them to enter the house.

2896. Then you do not use the poor-house as a test as to whether people who apply to you for relief are fit objects for relief?—We do, but I thought that you were referring to a different class of persons.

2897. Yes, I meant to draw a distinction between ordinary applicants and aged, and infirm married couples, to whom it might be desirable to afford relief without offering them the poor-house as the only alternative; should they not, in fact, be allowed to receive relief without being tested in the way that you test ordinary applicants for assistance?—I think just now that it is very wisely administered by the guardians of the poor in that manner; it is only in the particular circumstances of the case that they are offered the poor-house.

2898. In the poor-house they are invariably separated from one another, are they not?—I do not think that we have had above half a dozen married couples connected with the poor-house; it is only in extreme cases that we take them into it.

2899. My reason for asking that is, that I know it is considered a great hardship that aged couples should only be entitled to receive poor-law relief on condition of entering the poor-house and being separated from one another as is done in England; are you aware of that?—It may be so in England, but it is not so with us in our parish.

2900. Mr. *Cameron.*] Do not you think that the ordinary feelings of humanity on the part of the guardians would prevent the test being exercised too rigorously?—Certainly.

2901. *Chairman.*] Do I rightly understand you that you allow husband and wife to consort together in the poor-house?—No, not that; but in the case of the decent old people, they are allowed to see one another and to communicate one with another.

2902. Mr. *Arthur Peel.*] Have they not separate apartments?—Yes, we can make it cheaper in that way.

2903. Sir *David Wedderburn.*] It is only in very exceptional cases that you have them in the poor-house at all?—Yes; we consider it rather a charity to the individual taking him there.

2904. *Chairman.*] In these cases you give out-door relief in preference?—Yes.

2905. (To Mr. *Menzies.*) How long have you been chairman of the Barony Board?—Since December last.

2906. Your experience is recent therefore?—For three years previous to that I was chairman of the house committee; I have been 12 years on the board altogether.

2907. Have you a separate poor-house in your parish from the city parish?—Yes.

2908. Do you generally agree with the evidence which Mr. Muir has given us?—Yes, very much; there are a few minor details in which I differ a little from him, but not materially.

2909. What are the points of difference?—I have an objection to the sheriff having jurisdiction in reference to cases which we refer, because I find that different sheriffs give very different decisions; one sheriff may uniformly order relief where another uniformly does the reverse; and I am quite sure that the board itself is quite a good enough tribunal to exercise this discretion.

2910. Do you find then that the cases which the sheriff sends to you, are many or few in your parish?—There are not many.

2911. And do you generally deal with them by offering the poor-house?—As a rule.

2912. Do they accept or refuse?—Generally one-half accept, and the other do not.

2913. With regard to the constitution of your parochial board, I believe you found it very cumbersome, you being under the mixed system, and therefore being treated as a rural parish, and you got a special Act to put yourselves on the same footing as the city parish?—Yes.

2914. Do you find that that works well now?—With the exception of the election of members it does; that is a very cumbrous way; we would prefer an open poll, for the members to be elected in the same way as the members of the town council.

2915. How do you elect them?—There are 21 elected from the ratepayers; they meet in four wards of the town in a large hall, and if there are more than a hundred present, that portion of the parish has to be scheduled; and that costs a great deal of money and a great deal of trouble. I think

hink that an open poll would be very much erior.

2916. What do you mean by an open poll, just general election?—Yes, a general election; the ratepayers come forward and name their n.

2917. How many does your board consist of w?—Twenty-one from the ratepayers, four m the kirk session, and four from the Comssioners of Supply of the lower ward of Lanshire.

2918. Mr. *Orr Ewing.*] Would you have apearances on the hustings, and speeches made by different candidates before the day of election?—I think that there would be no harm in it.

2919. *Chairman.*] But as to the constitution the board, do you find that it works well?—s; it is divided into committees, pretty much same as in the city poor-house. There is st the house committee, consisting of 11 members; the finance committee, of about the same mber; the education and children's committee, about the same number; the medical and nitary; and law and settlement; and special lief appeal committees; all about the same mber, about 9 to 12.

2920. Have you been in the habit of sending ur children to be boarded out?—Yes.

2921. In the Island of Iona?—Not in the land of Iona; we send them to Ballantrae, lmalcolm, Girvan, Alexandria, and other althy places in the country, where they are eedingly well attended to, their education as ll as other things; they are regularly visited members of the relief committee, who report gularly to the board.

2922. How often are they so visited?—Twice the year; we very seldom hear of those ildren again.

2923. They are apprenticed out to trades after ey come to a certain age?—Yes; and not aring of them again, we infer that they are ing well.

2924. Have you a school in your poor-house? Yes, male and female.

2925. And I may take it that the evidence hich Mr. Muir has given pretty nearly applies your case, I presume?—Yes.

2926. Mr. *Orr Ewing.*] As to the sheriff being bad tribunal to settle disputed claims, it has en suggested by other witnesses that the rochial board or the board of management ould elect three of their number to sit as a court appeal, instead of the sheriff; that they should t take any part in the original decision, but at they should be appealed to if a pauper conidered himself harshly used, and that their cision should be final, without any further peal. Do you think that that would be a good ibunal to settle disputed claims instead of the eriff?—Yes; either that or the Board of Supersion. Perhaps the Board of Supervision would best, but one tribunal would be certainly very uch better.

2927. But, I presume, it would be better to ve a court of appeal. Do you think this would a good court of appeal?—It would do no harm, have no doubt.

2928. Sir *David Wedderburn.*] With regard to e system of mandates, what is your view as to e working of that system?—I have had no exrience of that, for I was elected after the Com-

missioners of Supply were introduced, so that mandates did not apply.

2929. *Chairman.*] The question of mandates does not arise, I think, in burghal parishes?—There were mandates in the barony parish.

2930. That was when it was under the rural system, before you got the Act?—Yes.

2931. In burghal parishes the question of mandates does not arise?—I have no experience of that.

2932. Mr. *Miller.*] Do you think that the Board of Supervision would be a proper appeal court in cases where paupers conceived themselves to be not well treated in the matter of the allowance?—Yes, it might; I do not know of any better.

2933. How would it work?—Well, it would be exceedingly troublesome, I have no doubt.

2934. Do you think it would work well?—They have the power at present.

2935. Not the power, as I understand, of fixing the aliment?—But the Board of Supervision at present receive complaints from paupers, and make investigations and recommendations.

2936. What power have they in fixing the aliment?—I do not know that they have power to compel, but they have power to recommend.

2937. They can compel by the machinery of the Court of Session, if you think proper?—Yes.

2938. Mr. *Cameron.*] The same machinery which enables them to investigate would enable them to compel, would it not, if they were allowed by law to do so?—I do not see that exactly. They can make investigation, but they would require to apply to the court to compel.

2939. Mr. *Miller.*] But do not you think that it would be rather cumbersome and rather difficult for a pauper getting his living in a distant part of the country to make application to the Board of Supervision living in Edinburgh?—We have one man in the barony that has made application several times, not only to the Board of Supervision, but to the Lord Advocate, and he is content with Edinburgh; he has made complaints in this city.

2940. Mr. *Anderson.*] What is his name?—Robert Birrell. I received a complaint from him after he had been the round of those gentlemen, signed by a hundred inmates, headed by himself. The house committee made a searching investigation into his complaint, and the result is shortly that nobody (with a very few exceptions) knew anything about it except himself. That, in, fact, they were merely told to sign this paper.

2941. Mr. *Miller.*] What was the nature of his complaint?—He complained of the doctor especially, that he did not give him the proper medicine, that he did not give him the proper quantity of food, and did not change it often enough; and he said that he knew better than any doctor what suited his constitution, and he complained that the governor did not allow him to live in another portion of the poor-house.

2942. Mr. *Orr Ewing.*] Have not you lunatic wards?—Yes.

2943. Would not that be a proper place for such a man?—Either that or the fever ward. This man, Birrell, is very anxious that you should examine him here.

2944. *Chairman.*] About the dietary; you have

Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

a dietary fixed by the Board of Supervision, have you not?—Yes.

2945. Have there been any complaints about its being insufficient?—Not many.

2946. But there have been some?—A few.

2947. Have those been substantiated on being inquired into?—Quite the reverse. This Birrell's complaint, which was sent to the Board of Supervision, was investigated by the Board of Supervision, and they expressed themselves quite satisfied with the treatment which the paupers had been receiving, and informed Birrell, in presence either of the governor or of the medical officer, that the medical officer ought to be a better judge than he of what medicine and food he should receive.

2948. Can you say, from your experience as to this dietary, whether it is a fair dietary compared with the food that the labouring classes generally get?—Well, I have tasted frequently the broth and the bread; the bread is as good as any you will get in any shop in Glasgow, made from sound flour.

2949. They get fully as much sustenance as they would get if they were keeping themselves outside the poor-house?—No doubt of it, and Birrell confessed it when he was examined before the house committee the other day.

2950. Mr. *Anderson.*] Have you heard Mr. Muir's evidence on the law of settlement, and do you agree with his evidence on that point?—Generally, I agree with his evidence on that point.

2951. As to the union of the three city parishes, for instance, what is your opinion?—I think that either of them is large enough at present. Perhaps in the practical working a rearrangement of the city might be useful.

2952. You would not like to change or unite them, in one respect or another?—No; I have no doubt that the parish of Govan would be better to take the south side of the river altogether, and not come to the north at all.

2953. They do come to the north now?—They do come to the north.

2954. *Chairman.*] What are your rates?—Seven per cent. for the current rate.

3955. How do you levy your rates, half on rental and half on ownership?—Yes.

2956. And what is the amount per pound?—About 1 *s.* 4 *d.* on both, 8 *d.* on each.

2957. Pretty much the same rate as in the city parish?—Very nearly.

2958. Mr. *Anderson.*] About the able-bodied poor, you heard Mr. Muir's evidence, is your opinion the same as his on that subject?—I differ from him slightly there; I am perfectly sure that it would be a very dangerous thing to give the Board a discretionary power in such cases. I say that emphatically.

2959. Mr. *Arthur Peel.*] Would one of the consequences of relieving able-bodied poor be that you would have to increase workhouse accommodation for the purpose of testing those cases?—I have not the slightest doubt of it; in a very doubtful case they do get a little aid at present.

2960. Without any test being applied?—Yes, medical relief especially.

2961. Mr. *Cameron.*] You are in favour of a birth settlement the same as Mr. Muir?—Yes.

2962. Mr. *Anderson.*] And you would approve of giving up the settlement by five years' residence in a place?—Yes.

2963. Mr. *Cameron.*] But you do not think that it would benefit Glasgow particularly more than other places?—It might benefit it slightly, but not materially.

2964. Mr. *Arthur Peel.*] Do you think that a visit twice a year from the inspector to those children you board out is a sufficient guarantee against ill treatment?—It is not the inspector who visits twice a year, it is the members of the Board who visit them twice a year. In addition to those visits the inspector visits them at fixed periods.

2965. Does he give notice of his coming?—I think not.

2966. *Chairman.*] There are at least four visits in the year, two from the inspector and two from the members of the Relief Committee.

2967. Mr. *Arthur Peel.*] Has any case of ill treatment come under your notice?—No, not in my time, because we are uncommonly particular about the people to whom we send them; unless they are to be treated as members of their own family we do not send them at all, and it is only to respectable people that we send them.

2968. *Chairman.*] Have you any difficulty with the Roman Catholic children?—Not much.

2969. What difficulty have you?—We require to be a little more careful, as they are in the minority.

2970. Do you require to send them to board with Roman Catholic people?—Yes.

2971. And do you find any difficulty in getting respectable parties of that persuasion to take charge of them?—No, not much.

2972. You have no complaints from the ministers of that religion?—No.

2973. They are satisfied with the way in which the children are treated?—I have not heard of a single complaint during the time that I was chairman of the house committee, or since.

2974. Have a large proportion of Roman Catholic children come under your charge?—Yes.

2975. Are those mostly put out, or are they in the poor-house?—We applied the same rule to them as to the others, and board out as many as we can.

2976. And all that have parents in the poor-house?—Yes, unless with the consent of the parents; we do not board out any without the consent of the parents.

2977. Mr. *Arthur Peel.*] Is there anything like what we in England call a creed register kept in your poor-house?—Yes.

2978. And the clergy of different denominations may inspect it?—Yes, the register is open for all to inspect.

2979. Mr. *Anderson.*] Have you had any difficulties with the Board of Supervision?—No, not much.

2980. You quite approve of that Board?—Yes.

2981. *Chairman.*] With regard to lunatics, have you a separate licensed ward for lunatics the same as they have in the city parish?—Yes.

2982. Have you a large number of lunatics?—Nearly 160 in the licensed house.

2983. You have a ward in the poor-house, I suppose?—We have about 200 altogether; we do

not send any of them anywhere else if we can e them into our own house.

984. And do you find your expenditure to be same as in the city parish?—Pretty nearly.

985. Five shillings or 5 *s.* 6 *d.* a week?—I k that those outside cost double those inside.

986. Those whom you send to Gartnavel you n cost double?—Yes; Gartnavel, or elsere.

987. Is there any difference in the cost of se in the licensed house and those in the per lunatic ward?—There is no pauper lunatic d in the poor-house.

988. You keep them all in the licensed house? es.

989. *Chairman* (to Mr. *Muir*).] You have a d as well as a licensed house?—No. (Mr. *nzies.*) There are a few in the barony poorses that are perhaps a little weak in intellect, not dangerous in any way.

990. Mr. *Arthur Peel* (to Mr. *Muir*).] Do you d the lunatics, in the first instance, to the lum, before they are sent to you, or are you e to receive a pauper lunatic into your licensed se, without having the sanction of the lunatic horities?—We cannot receive a lunatic into own house, or send a lunatic to any other se, without the sheriff's authority, and the dical gentleman's authority.

991. Do the Lunacy Commissioners intervene ny way?—No, not that I am aware of.

992. *Chairman* (to Mr. *Menzies*).] Then I derstand that you send all your lunatics to r licensed house; you have no distinct ward the fatuous who would be allowed to remain the poor-house?—No, we have all sorts in our n house.

993. So that you average the pauper expenure, and it comes to about 5 *s.* 6 *d.* per week?—is as nearly as possible double out of the poorse what it would be in it.

994. And that you attribute to the cost of the ldings outside?—Yes, there is no other reason t I know of.

995. Is the management more expensive?—may be; they do things a little better exterly, their grounds are better, but I do not think t the lunatics are better cared for.

996. (To Mr. *Muir.*) Is there any other int which you wish to mention?—I wish to ntion what I forgot in my evidence just now, t we have occasionally insane persons sent by sheriff to our lunatic wards that are eigners; and I would suggest that after a time, en they become permanent, when we have had m a year or so, they should be taken off our ds For instance, in the house now we have ne Americans, Russians, &c.; it is a very hard ng that we should continue to be assessed for eping those insane lunatics that are foreigners. think that those should be paid for by the vernment, that they should not become paupers rgeable upon the parish.

997. Do you not think that the lunatics uld be a proper charge to be put altogether n the Consolidated Fund?—I distinctly think

998. (To Mr. *Menzies.*) Is there any other nt on which you differ from Mr. Muir at all? In reference to the management of poor-houses, would remark that the present law gives perssion to an inmate to quit the house on giving governor 24 hours' notice. Now that ope-

rates sometimes in a very objectionable way; and I would suggest that for every time the same person is received into the poor-house, 24 hours' additional notice should be given before his getting out; that is to say, the first time that a pauper is in, that pauper should get out on giving 24 hours' notice; and the second time a 48 hours' notice should be required, and an increase of 24 hours should take place for every time the pauper returned.

2999. What would be the advantage of that?—My reason for that is this; we find that characters of a very questionable description come in there for a few days and get clothed and fed, and then go out for a little amusement until they are in perfect beggary and rags; then they come back again and go through the same operation time after time. Perhaps if they had the third time to give six days' notice, they would think twice before they came back to the poor-house, unless they wanted to remain in it permanently. It would be a sort of additional test in that way.

3000. Do you find it at all the case that some of these shifting inmates go out in the summer, and manage to work, and then come back for the winter?—A good many do.

3001. Do you see any objection to that?—None.

3002. If you imposed this check which you have just suggested, you would probably put a great grievance on that class of people?—No, I do not think so, because they would only appear once a year; I do not think that it would be any hardship to that class, but it would be a hardship to the class that come in once a month.

3003. Should it not be rather in the discretion of the parochial board when they come again to ask for relief, to consider that as a ground for refusing relief altogether?—Well, if they are subjects for relief, if they require relief, the board must give it.

3004. You think that that system of progressive notice would check the evil that you complain of?—I have no doubt of it; and I know that that opinion is pretty general.

3005. And I suppose you would allow a discretion in deserving cases, in the case of parties that really wanted to go out during the summer to support themselves, and come back again for the winter?—Yes, certainly; even at present the governor has the option of letting the parties out in less than 24 hours, but he can keep them the full 24 hours if he chooses; so that in those cases the governor could shorten the time.

3006. You would leave the discretion in the governor, but you would make it a rule as against the pauper?—Yes.

3007. Have you any other suggestion to make to the Committee?—I think not.

3008. (To Mr. *Muir.*) You say that you have the power of dismissing your medical officers at a month's notice?—The under medical officers. I am not quite sure as to our head medical officer. I think it is a little different in his case.

3009. The head medical officer being licensed in the house for the lunatic asylum, what is the case with regard to him?—We cannot discharge the officer for the lunatic department; he is under the Board of Lunacy.

3010. But, so far as he is your officer, you can dismiss him at a month's notice?—It comes under the Board of Supervision. I think that we have

Mr. *R. S. Muir* and Mr. *A. Menzies.*

4 May 1869.

the power of discharging him, but I am not certain.

3011. The chief medical officer in the house, so far as he is the officer of the poor-house, you can dismiss at a month's notice?—I think so.

3012. At any rate the assistants you can?—The assistants we can, but I am not quite certain as to the head.

3013. (To Mr. *Menzies.*) Is that the same with you?—Yes; we have taken on and dismissed medical men in all departments at a month's notice.

3014. And the head medical man?—And the head medical man.

3015. So far as he is connected with the licensed asylum he remains an officer under the Lunacy Board, does he not?—I think so.

3016. How many medical men have you in the poor-house?—Three; a principal medical man for the asylum and poor-house, and his assistants. Then we have a separate establishment for the fever hospital; the medical man there does nothing but attend to that.

3017. How many out-door medical men have you?—It is very similar to what Mr. Muir has stated.

3018. Do they receive the same pay as those in the city parish?—Yes.

3019. Have they the same duties?—The same kind of work.

Friday, 7th May 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Loch.
The Lord Advocate.
Mr. Mackintosh.
Mr. M'Lagan.
Mr. Miller.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. Allan Houston M'Lellan and Mr. Alexander M'Laren, called in; and Examined.

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

3020. *Chairman* (to Mr. *M'Lellan*).] You ve been for many years, I believe, a member the parochial board of the Barony parish of asgow?—More than ten years.

3021. In what capacity?—For the three years eceding December last I was chairman of the ard; previously to that I was six years chair- n of the poorhouse committee, and part of the ne deputy chairman of the board; and, as airman of the poorhouse committee, I was cted *ex officio* a member of the settlement mmittee of the parish.

3022. Then from 1858 to 1868 you occupied se various positions?—About that.

3023. I presume that you took a very active rt in the management of the various depart- nts?—I did.

3024. What was the constitution of the board en you first joined it?—The Board when I st joined it, although mostly an urban or bur- al board, was conducted on the old principle mandates. The entire heritors of the parish sembled once a year to appoint a committee of nagement, to whom they remitted the full wers of the board. Along with the heritors ere were sent to this meeting a small represen- ion, I think, as far as I remember, about 36 rties, from the ratepayers, and the heritors and se 36, voted in the committee of management, ng, of course, mandates for those parties who re not present at the meeting.

3025. You were, in fact, under the same con- tution as a rural parochial board?—Although lly a burghal parish, we were conducted as a al parish.

3026. The heritors that you speak of, were ritors of 20 *l.* and upwards, I suppose?—Yes.

3027. Mr. *Miller.*] Is the Barony a burghal ish?—The Barony is burghal to the extent of newhere about 95 per cent. of it altogether; saying that I do not refer to area or space, but population and valuation.

3028. *Chairman.*] What would be the number heritors then on the Board who would have a ht to attend?—I think at that time there uld be somewhere about 2,000, but I would t like to be positive on that.

3029. And how many elected members were sent by the ratepayers?—I think there were 36 that attended that meeting.

3030. But what was the number allowed by the Board of Supervision to constitute the elected portion of the Board?—As far as I remember, it was about 30.

3031. Then how do you make out the number 36?—There were 36 parties that were sent by the ratepayers assembled there, and if it had come to a vote by hand, they would have voted in their individual votes, but it virtually never came to a vote by hand, because the mandates were produced, and it was by the result of the mandates that the actual election was made.

3032. You say that 30 was the number settled by the Board of Supervision as the number of elected members of the Board?—Yes.

3033. That, I believe, is the maximum that the Board of Supervision allows?—Yes.

3034. How were the other six there; in what capacity?—They were not sent there in the capacity of managers of the poor at all, but in the capacity of voters, and it was eligible from them to have selected members of the board, whether they were heritors or not. This was under the old system.

3035. I do not quite understand how these six were sent; were they mandatories from the heritors?—No; they were elected by ratepayers; they might or might not be in the position of heritors; they were simply sent there as 36 parties offered by the ratepayers to this meeting to choose one or two from them.

3036. Mr. *Hamilton.*] It was the same constitution as that of a rural parish?—Yes.

3037. Mr. *Miller.*] So many elected members elected by those who were not members themselves?—Yes.

3038. Sir *Robert Anstruther.*] But they sent six more than they were entitled to send?—No; because under this system, the rural system, the whole heritors are supposed to constitute the board. But those heritors cannot sit to the number of 2,000 or so in the Barony, because that would be an unwieldy number. Those heritors assembled once a year to select the committee

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

mittee of management, and ratepayers who were not heritors, and therefore would not be regarded as being members of the general board, sent to this meeting a representation: they sent 36 persons to this meeting, and from those 36 they could choose one of the 30 or two of the 30 that were to be elected.

3039. Then they might equally have sent 66?—I think, as far as I remember, the number was limited that could be sent.

3040. Mr. *Miller.*] The number would be limited under the rules of the Board of Supervision, I suppose?—Yes, the number that the ratepayers could send to this meeting was limited by the Board of Supervision.

3041. Sir *Robert Anstruther.*] Limited to 36 by a special enactment of the Board of Supervision?—Yes.

3042. *Chairman.*] The Board of Supervision has under the Act of Parliament a right to declare how many elected members shall be allowed on a particular parochial board?—Yes.

3043. How did this system of mandates work which you have spoken of, by which the heritors managed matters?—We found it work exceedingly badly, and, in fact, we found that it was almost impossible to carry on satisfactorily the business of a parish so peculiar as ours under the mandate system.

3044. Did that arise from the law which allowed the mandates to be given for any period of time, or was it merely that the machine was unwieldy?—The machine was utterly unwieldy, and unsuitable for a parish of our class.

3045. So that whatever might have been the provisions with regard to mandates, it would have been equally unwieldy and unworkable?—An improved provision as to mandates might have helped the matter; but so far as our parish was concerned, an alteration as to mandates would not have set the thing right. I do not refer now to every parish, but to such parishes as ours.

3046. Can you speak to the operation of the present state of the law of mandates in other parishes, rural parishes; have you had any experience in that?—I had occasion to make inquiry, and to pay a good deal of attention to that at the time that we were moving for an alteration of our own system, as I was a member of the committee that promoted the new Barony Bill; and there seemed to be a feeling that a considerable improvement might be introduced into the system. For instance, one great objection which we found to the mandates was this, as the rule stands at present, a person at a particular meeting produces a mandate from a heritor, and comes there with the intention of voting upon that mandate, presuming that the party who gave it to him continues still to be putting confidence in him; but it may happen that that man has changed his mind, but has not reported that fact to the party to whom he gave the mandate, and another person starts up and says, "I have a mandate of a later date." Now we were led to suppose that a considerable improvement would be introduced if it were made necessary that all mandates when given should be registered by the returning officer, and that if any party withdrew one mandate before a second one could be issued, it should be lodged and registered, and the old one withdrawn; and I think that in order to prevent the chance of surprise (because the Committee are aware that sometimes in parochial matters party feeling runs n a little strong), it might be desirable that a ma date should be required to be lodged with t returning officer a fortnight before it could used.

3047. Sir *Robert Anstruther.*] That would op rate hardly upon the man, would it not, becau he might not change his mind until just the e piry of the date of the mandate?—Circumstanc might occur in the course of the fortnight change anybody's mind.

3048. In these days men's minds change rath fast, and by your proposal a man would be boun to keep in the same state of mind till the expir of that time?—For a fortnight.

3049. Mr. *Miller.*] If he attended by himse he could vote as he pleased?—Yes.

3050. *Chairman.*] In the case of railway com panies and other public companies, a proxy mu be lodged 48 hours before the meeting; woul that be an improvement in this case?—I thin so.

3051. And also they are limited to a particula meeting, or the adjournment thereof; would yo approve of that provision also?—It might be ob jectionable in this respect; large landed pro prietors, who might have a very deep interest i the management of the poor on their estate might be from home, on the Continent, or travel ling, and their agent or factor might neglect t have the necessary mandate signed and produce at the proper time, and their interests might b thereby somewhat sacrificed. I would let th mandate stand generally until withdrawn.

3052. But that difficulty which you suggest might be obviated by allowing the factor alway to appear for his principal in the absence of the principal?—Quite so.

3053. If you made it the law that the factor either by having a commission given to him b his principal, or as a matter of fact on provin that he was the factor, should be allowed to ap pear and vote, that difficulty would be removed —Yes.

3054. Mr. *Orr Ewing.*] I suppose it is a grea advantage when a gentleman is able to manag his property without a factor, because he come more directly into contact with the farmers?— Yes.

3055. You would not like to punish him fo not having a factor?—Distinctly not; on the con trary, I say that it would be a great injustice t any gentleman who had a landed property t require him to be present personally at the mee ing.

3056. I presume that in strictly rural parishe there is no difficulty in managing mandates?— I have never had much experience of it in rura parishes; I have known a little about it wher I have a small interest, in the parish of Dunoo and Kilmun, and they seem to have no difficult in managing it.

3057. And even that is not strictly a rura parish, because the population is greater from number of persons coming down from Glasgow t live there during the summer?—Quite so.

3058. And therefore you think that the syste of mandates in landward parishes is no hardshi at all; and if you were to suggest any alteratio it would be merely in great cities and burgh parishes?—Yes; still I think that the registra tion of mandates by the returning officer woul greatly promote order and regularity.

3059. Mr. *Miller.*] Do I understand you t acquies

uiesce in the honourable Member's last stion?—I do.

060. But is your experience extensive in rural ishes?—I have said already that my expe- ice is not extensive in rural parishes.

061. Therefore you are speaking from your ited experience?—My experience was de- d from the inquiries I required to make as a mber of the committee for promoting the Bill ring the constitution of the Barony parish.

062. And those inquiries led you to believe t mandates were not in any way oppressive in al parishes?—Yes.

063. *Chairman.*] But your inquiries were re particularly directed to the case of a large rd, such as you have in the Barony parish?— s, exactly so.

064. You got a local Act, I think?—We got pecial Act.

065. To amend the constitution of your ard?—To amend the constitution of our ma- gement of the poor. We got that in 1862.

066. What was the constitution that you ained under that Act?—I shall be obliged to er a little into detail here. The constitution ich we first desired, and which was accepted d passed through the House of Commons un- posed, was to the following effect: The board consist, as it does now, of 29 members. One- rd of the members to retire yearly; the chair- n to remain *ex officio* chairman till his successor s appointed, the object of that being that the siness of the board might be carried on during e period that elections were going on. Then e voting was to be conducted as it is for a mber of Parliament or a town councillor; the epayer to come forward to give his name at e booth, and have it entered, and afterwards, course, by reference to the books of the parish, would be found whether it was a good vote or t. And (a very special and important matter) ere was to be a nomination-day; that is, that e nomination of the candidates who were med should take place a day or two, or a week required, before the election, in order if there ere more candidates nominated than were re- ired for that district, the ratepayers might ve an opportunity of satisfying themselves as the qualifications of each of the candidates. hat, however, was not passed; it was passed by e House of Commons, but was stopped at e House of Lords. Part of that Bill has been braced in the new Bill. The 29 members nsisted of 21 from the ratepayers, four from e Commissioners of Supply, and four from the irk Session; those were the 29 proposed.

3067. That is the constitution as it passed the ouse of Commons?—Yes.

3068. Sir *Robert Anstruther.*] Will you go a tle into detail as to the qualification of the tepayer; had they a qualification, or had the mmissioners of Supply a qualification, or might be any ratepayer or any Commissioner of pply?—Ratepayers require a qualification, d the ratepayer's vote is valued. A Commis- ner of Supply must be a Commissioner of pply of the lower ward of Lanarkshire, and thin the Barony parish; he must have a rental property qualification sufficient to entitle him be a Commissioner of Supply for the county, d he must have that qualification within the rony parish, in order to sit at the Barony ard.

3069. And the ratepayer's qualification was

what?—The ratepayer's qualification is continued now the same as it was originally; he must either have 40 *l.* a year of heritage, or pay 50 *l.* of rent; that is the qualification to sit at the board.

3070. And the four other members?—Four other members came from the kirk session.

3071. Might they elect anybody, or were they bound to a qualification?—No, they were not bound to a qualification.

3072. Were they bound to belong to the kirk session?—They were bound to belong to the kirk session.

3073. *Chairman.*] Is the minister one of these four?—He may be. Dr. M'Leod has sat at the Board.

3074. Sir *Robert Anstruther.*] *Ex officio*?—No, as a returned member of the kirk session.

3075. *Chairman.*] The members sent by the kirk session are elected by the kirk session?—Yes. I have been speaking now of the Bill which we passed through the House of Commons, but which was stopped at the House of Lords, and I can explain the Act that we have got now, if it is the desire of the Committee. The Committee will remember that Sir John M'Neill explained that he and Lord Redesdale (if I read his evidence correctly) had given great attention to this subject, hoping through this Bill of Barony to provide a basis for all similar cases. I should state that one of the advantages which we saw in the first Bill was, that it would meet an evil which arises now. Under the present system, both for the burghal parishes and the rural parishes, the entire Board goes out every year, and if party feeling were running high a new set of men might be returned entirely ignorant of the details of parochial duty, in consequence of which the officials would just become the Board for a certain period until the Board became edudated. However, Sir John M'Neill and Lord Redesdale did not see it in that light, and they insisted that we should take out that clause and place the matter in the same position as now, so that the whole Board should go out every year. At one time in my experience, for as long as six weeks there was an interregnum, during which there was no person authorised to sign a cheque, and there was no legal means of paying the poor, because, according to the rules of the Board of Supervision, the inspector's cheque must be indorsed by an appointed member of the Board.

3076. The old board do not continue even for *ex officio* purposes?—No. We entreated that they would allow us to continue the chairman *ex officio*, even to put the thing in a legal form, that he might be justified in signing cheques until his successor was appointed. However we were met with the statement that they had stretched a point in giving us special legislation at all, and that they could not go further in making it special legislation. We therefore had the pleasure of losing all our expenses through the House of Commons, and going back for the Bill which we have now.

3077. Mr. *Hamilton.*] Was that clause thrown out in the Lords?—Lord Redesdale said, "I will pass that Bill with the greatest pleasure if you can get me in writing from the Board of Supervision Sir John M'Neill's statement that he has no objection to it."

3078. Sir *Robert Anstruther.*] Was that the only respect in which your Bill was altered?—No. The Bill, as we have it now, was altered in these respects. We wanted a third of the

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

members to retire every year; we got every member retiring every year. We wanted the chairman to remain *ex officio* chairman of the board until he or another was elected on the constitution of the new board. We were refused that, and the chairman dies out with the rest, and now there is no chairman until the new board is constituted and elects one. We wanted an open poll, and we got the cumbrous system obtaining at present, whereby if a hundred people assemble they can go on to elect members; but if a hundred and one assemble they must dismiss and send a ticket list of the candidates through the whole parish at a very great expense; and not only that, but we were not even permitted to send those schedules by the most speedy and the safest conveyance possible, which is the post-office; but we must engage men specially with boxes slung at their side; these men go from house to house, shove in this slip or schedule, and if the master takes an interest in the matter, he has told his servant to attend to it, but if he takes no interest in the matter, as the carriers are not generally very handsomely dressed, the servant or footman thinks it is a begging petition, and puts it in the fire.

3079. You wanted an open poll you say; would you explain that a little more?—For the convenience of election, at present the parish is divided into districts, just the same as a town would be for Parliamentary puposes divided into wards; we wished that in each district there should be a booth, and that ratepayers should come and give their name and address, and the name of the parties whom they voted for; that those should be entered in the book, and that after the day was closed those votes should be added up in the same way as is done in other matters. The advantage that we saw in that plan was that there would be a very much larger interest taken by the ratepayers in the matter than there is now, when you must assemble within a hall at a fixed hour.

3080. Mr. *Hamilton.*] Do you think that that would cause a greater interest to be taken than having schedules sent by post?—I have no hesitation in saying that it would; and I have no hesitation in saying that the schedules are largely neglected.

3081. Mr. *Anderson.*] Then I think also, in your first Bill, you wanted nomination?—Yes; in our first Bill we had a nomination day statutory. We have not that statutory at present, but we have it by permission of the Board of Supervision. We have accepted the permission, and have a nomination day, and have always had it.

3082. Mr. *Orr Ewing.*] Your board constituted under your present system is generally very efficient, I suppose?—Yes, we have no reason to object to it.

3083. Mr. *Loch.*] Is not distributing these notices by messengers a much greater expense than sending them by post would be?—Yes.

3084. Sir *Robert Anstruther.*] And also than the open poll?—Yes, and also than the open poll. In one district they cost about 60*l.*, I think.

3085. Mr. *Anderson.*] Can the whole board be re-elected?—Yes; I have been re-elected yearly for the last 10 years.

3086. And what is the interval between the expiry of the one board and the election of a new one?—It depends entirely on circumstances: if the nomination day takes place on Tuesday, then the election takes place usually five days after; but then when we assemble to elect, if there are more than 100 people present, we must dissolve, and have the schedules sent through the district.

3087. Is the nomination day the expiry of the old board?—The nomination day we usually fix for the day after. The old board has the fixing of the nomination day for its successors, and they usually fix it as near as possible the day after they expire themselves, as far as the day of the week will permit.

3088. Then from the expiry of the one board to the election of the new there is also an interval of five days, when there is no board?—Not only that, but there is more than an interval of five days. Supposing, even, that there is no opposition, and that the ratepayers have fixed upon who is to represent them, there must be 10 days' notice sent by the returning officer; that is to say, under any circumstances there can never be less than 15 days' interregnum.

3089. Mr. *Hamilton.*] Which would you prefer, to have your election papers sent by post and returned by post, or an open poll?—I have no doubt between those two; I would take the open poll. I would take the posting of the schedules as a great improvement on the present cumbrous system; but I have no hesitation in saying that I would take the open poll in preference to posting the schedules.

3090. Mr. *Miller.*] Both are expensive?—Both are expensive.

3091. Mr. *Orr Ewing.*] How does the inspector obtain funds for carrying on the business of the parish during that interregnum?—He obtains the funds thus: our bankers have perfect confidence in our good faith, and they honour his cheques, and after the new board meets a vote of indemnity is passed in order to put things all clear.

3092. Mr. *Anderson.*] But if it were not?—If it were not it might be a very serious matter.

3093. Mr. *M'Lagan.*] For the inspector, or for the banker?—For both.

3094. Mr. *Armitstead.*] You have stated that you have been re-elected several times. Have many of the other members been re-elected annually?—Some members at the Board now have sat for 15 or 16 years, and have been re-elected yearly.

3095. *Chairman.*] I believe Sir John M'Neill said that the Commissioners of Supply were put upon the Board because Lord Redesdale wished some element equivalent to the magistrates in burghs?—Yes.

3096. And it was at Sir John M'Neill's suggestion that the Commissioners of Supply were put on; is that so?—Well, Sir John thinks that it is his Bill, and we think that it is ours.

3097. Mr. *Loch.*] The Bill seems to have been altered very materially from the original design of the Barony Board themselves, at the instance of the Board of Supervision?—At Lord Redesdale's instance, through the Board of Supervision.

3098. Sir *Robert Anstruther.*] You think that the Bill would have been much better if it had not been altered in that way?—I think that the Bill had taken out of it the best points in it.

3099. Are there any other material points in which your Bill was altered, as you think for the worse?—There was one point Mr. M'Laren suggests to me, which was a great objection also in the alterations. There is no power in case of the

the death of any member of the Board to elect a successor; and in our instance it happened a year or two ago, and this very year it happened with the City of Glasgow Board, that actually a member died between the day of his election and of the constitution of the board that he was to sit in, and, therefore, there was a member short for the whole year in our case, and there will be a member short with the City Board all this year; and therefore the district that sent that man to the board loses a portion of its representation.

3100. In the case of the chairman dying, (which I hope he will not in the case of the chairman of the Barony Board), what power is there to elect another in his place?—They could elect another man as chairman I believe, only that a chairman once elected has no power to retire himself.

3101. Mr. *Orr Ewing.*] It is not a willing retirement if he dies, but a forced retirement?—Yes.

3102. *Chairman.*] What time of the year do you elect that Board?—About the end of November.

3103. What time do the notices of rates go out?—They usually go out about the end of September to the beginning of October.

3104. Have you any complaints that that gives too short a time for gathering the rates, and enabling persons to give their votes?—Yes, I have had such complaints.

3105. Do you think that it would be desirable to remedy that by altering the state of elections so as to give more time to the ratepayers to pay the rates, and enable them to give their votes?—I think that it would be desirable that the ratepayers should have at least three or four months given between the issue of the schedule, and the election of the Board.

3106. If you were to make the election of the Board in May, that would be an improvement you think?—Yes.

3107. Sir *Robert Anstruther.*] Will you mention the constitution of the present Board shortly, in order that we may know what you have, as we already know now what you wanted to have?—The constitution of the present Board is just the same as far as the members go, as in the original Bill. There are 29, 21 being from the ratepayers, four from the Commissioners of Supply, and four from the Kirk Session.

3108. Mr. *Loch.*] Did you lose your Bill in the House of Lords, or merely amend it by omitting certain clauses?—We did not go before the House of Lords at all, because it was an unopposed Bill, and when we got before Lord Redesdale, he said that he would oppose the Bill himself, unless we had a letter from the Board of Supervision, saying not that they approved of it, but) that they had no objections to it. We expected that reply from them confidently, because the Bill was submitted to the Board of Supervision and carefully gone over by them, before it was submitted to Parliament. Of course we never thought of coming to Parliament for an alteration of the parochial board, without having the virtual sanction of the Board of Supervision.

3109. Sir *Robert Anstruther.*] In point of fact because Sir John Mc'Neill would not say that he had no objection to the Bill, you lost the Bill, though it had passed through the House of Commons unopposed?—We withdrew it.

3110. Mr. *Orr Ewing.*] You stated, I think, that you had the consent of the Board of Supervision before you came to Parliament at all?—We had their approval in this respect, that the Bill was submitted to them, and that they expressed no objections to the Bill as we first presented it to Parliament. They had gone over it, and we were given to understand that they were satisfied.

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*
7 May 1869.

3111. Hence it was not the Board of Supervision that prevented you getting the Bill as originally drawn out by you, but the opposition came from Lord Redesdale?—No; Lord Redesdale said, "I will pass this Bill, with the greatest satisfaction, if you get me a letter from Sir John M'Neill, saying that 'He' has no 'objection.'"

3112. Mr. *Loch.*] Having submitted your Bill in the first instance to the Board of Supervision, and, as you supposed, obtained their assent to it; what did they say when you applied again for their assent according to Lord Redesdale's requirement?—They took pretty much the position of Pio Nono; they said it was not possible; they would give no answer.

3113. Mr. *Hamilton.*] But how did you know the reasons on which they refused their assent?—They declined then to give any reasons.

3114. How do you know now the reasons?—We know now the reasons from this simple fact, that after we could not get any sanction from them, to that original Bill, we then went to them and said, "We have gone to expense and trouble; will you show us what sort of thing you would approve of?" and Sir John M'Neill or the Board (I do not know which) drafted two Bills, and sent them through to us. However, we found that they were quite unworkable, and ultimately by conceding those points that I have named, and by bringing our Bill as near as possible to the condition of the regular Burghal Bill of Scotland, we got the Bill passed as it now stands.

3115. Mr. *Loch.*] In a subsequent Session?—No, we managed it the same year.

3116. Sir *Robert Anstruther.*] Would it not have been fairer that, as the Bill was passing through the House of Commons, some one, on the part of the Government, or on the part of the Board of Supervision, should have indicated what was their desire, that you might have known the reception that you would be likely to receive as you got further on?—Yes; but we were taken completely by surprise. We were so satisfied that the thing was safe, that when the Bill had got through the House of Commons I went away, although one of the Committee, to the Continent, and I was perfectly surprised to find, when I came back, that it was smashed.

3117. *Chairman.*] You say that you submitted the Bill to the Board of Supervision before you took it into the Commons, and that they approved of it?—They did not object to it. I cannot remember distinctly what passed; I have no letters with me to satisfy my own mind, and I could not go the length of saying that they expressed any high approval of it, but they certainly stated no objections to it.

3118. Mr. *Ellice.*] Have you not the correspondence with you?—I have not, but I could lodge it. A good part of the arrangements, however, were made *vivâ voce*, because a deputation from our Board had communication with the Board of Supervision personally in Edinburgh.

3119. That would be minuted in the proceedings of your Board and the Board of Supervision, I presume?—No doubt.

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

3120. *Chairman.*] But was that Bill that you submitted to Sir John M'Neill, and which he said he had no objection to, in the shape in which it passed through the House of Commons?—It was; I was making inquiry yesterday, and I will be able to produce to the Committee a copy of the original Bill, and the Bill as it passed.

3121. Mr. *Elice.*] I understand that it was an unopposed Bill in the House of Commons?—It was.

3122. Mr. *Orr Ewing.*] And unopposed in the House of Lords also?—And unopposed in the House of Lords also.

3123. Sir *Robert Anstruther.*] I did not understand you to say that when the Bill was submitted to the chairman of the Board of Supervision before it went to the House of Commons, he went so far as to say he had no objection to it?—I did say that.

3124. Then before it went to the House of Commons, he had no objection to it?—He had no objection, at least he expressed no objection to it.

3125. Mr. *Crum Ewing.*] Did he express any opinion upon it?—No, he said he did not consider that he had any *locus standi*, and he would give no answer. Having passed through the House of Commons unopposed by the Board of Supervision or anyone else, we never looked for opposition in the House of Lords.

3126. As I understand it, you submitted the Bill first of all to the Board of Supervision?—Unhesitatingly we did.

3127. And you got no answer from them at all?—The first Bill was submitted to the Board of Supervision, and, I presume, carefully gone over by them, and we understood when we went to London that they were quite satisfied with the first Bill.

3128. They never expressed themselves satisfied with it?—They never expressed themselves otherwise, and the general conversation that we had with them, led us to believe that they were satisfied.

3129. They gave you no direct answer?—I think that the best thing would be to produce the correspondence on the subject.

3130. Mr. *Ellice.*] Do you know that the objection lay in the Board objecting to exceptional legislation in these matters?—I know that that was the reason given.

3131. Sir *Robert Anstruther.*] Did you gather from Sir John M'Neill that he would have opposed the Bill on the part of the Board of Supervision in the House of Commons had the Board had any official in the House or any means of opposing it there?—No; we went to the House of Lords with the full impression that the Board of Supervision, and Sir John M'Neil at the head of it, were satisfied with the Bill, and had no objection to it.

3132. What did he mean by saying that they had no *locus standi*?—I was quite unable to understand the whole affair.

3133. Mr. *Orr Ewing.*]—Did I rightly infer that when Lord Redesdale wished to get authority in the form of a letter from Sir John M'Neill approving of the Bill, Sir John then stated that he had no *locus standi*?—It was at that point when we came to the House of Lords, and Lord Redesdale said, "I will pass this unopposed if you will get a letter from Sir John M'Neil saying (not that he is satisfied with it, but) that he does not object to it;" and Sir John M'Neill declined to express any opinion for or against it.

3134. But he did not say anything about *locus standi* then, did he?—Yes.

3135. *Chairman.*] Is it not the case that no question of *locus standi* can be raised in the House of Lords?—I am not aware of that.

3136. Mr. *Fordyce.*] Did you apply to Sir John M'Neill direct for his approval?—The first Bill was submitted to the Board of Supervision, and was, I presume, gone carefully over by them.

3137. When Lord Redesdale said, "I will pass this unopposed if you will get a letter from Sir John M'Neill, saying, that he is satisfied with it, did you apply to Sir John in writing?—We applied in writing, or by earnest deputations.

3138. Did Sir John M'Neill reply in writing?—I presume he would; I desire to explain one thing that may seem a little curious. When the Bill passed the House of Commons, as I have mentioned to the Committee, I, as one of the deputation was so satisfied that the thing was right, and that we should get it passed unopposed through the Lords, that I, although one of the Committee, left for the Continent, and these things took place when I was absent. However, if this Committee examines our inspector, he has the whole of the documents; he was of course assessor in the matter, and he can speak to the details.

3139. Is that Mr. Beattie?—Yes.

3140. Mr. *Ellice.*] Did you understand that Lord Reddesdale's objection to go on with this Bill in the absence of direct assent from the Board of Supervision was, that he objected to exceptional poor law legislation without the consent of the Board of Supervision?—He seemed to indicate as much; the principal reason that he gave, however, was that he would not feel disposed to pass the Bill without an actual expression of opinion from the Board of Supervision; and the Board of Supervision would give no opinion.

3141. *Chairman.*] With regard to the operation of the Board as it is now constituted, how does it work; with the exception of the difficulties that you have pointed out, does it work satisfactorily?—It works very well.

3142. What is your system of rating in the Barony parish?—We have two classifications; the one refers to tenant farmers, and the other refers to all other classes of property. Upon all property, but that of tenent farmers, we give a deduction of 20 per cent. from the gross value as it appears on the valuation roll.

3143. For tenant farmers what is the case?—For tenant farmers it is a special classification.

3144. Then the one is under the deduction clause, and the other is under classification?—Yes.

3145. Mr. *Miller.*] Have you a note of the classification there?—Yes; tenant farmers are classified thus; tenant farmers first get 15 per cent. off the gross annual value, and then they are rated on one third of the balance.

3146. Mr. *Ellice.*] On a third of 85 per cent.?—On a third of 85 per cent.

3147. That is to say in the case of a tenant with 100 *l.* rent, you reduce his rent to 85 *l.*, and then take the third of 85 *l.*, and he is assessed upon that?—Yes.

3148. Mr. *Hamilton.*] But the landlord gets no deduction?—The landlord gets no deduction. We rate on only a third of 85 *l.* to the tenant farmer who stands for a hundred pounds rent.

3149. Sir

3149. Sir *Robert Anstruther.*] Do you find hat satisfactory?—We have had no objections.

3150. No objections from the ratepayers of ny kind?—None whatever.

3151. It is considered to be fair?—It is con-dered to be fair.

3152. *Chairman.*] In the first class you in-ude both owners and tenants?—Yes.

3153. Are owners of landward property in-uded in it?—No, not owners of land-ward pro-erty.

3154. How do you deal with those?—They ay upon the whole, with no deductions. The nly parties that are exceptional to this rule re not so by any arrangement of ours, but is by their own strength and power; that is, ailways and public companies. Of course we ave just to make the best bargain that we can ith them.

3155. Sir *Robert Anstruther.*] Then you would equire to modify your answer, that you take a eduction of 20 per cent. off all property except hat of tenant farmers; is it off owners and occu-iers of all property other than land-ward?—Other han land-ward.

3156. In the case of the owner of a land-ward roperty, he is rated at the full value?—He is ated at the full value. Those details of the assification and deductions are really so con-using, that one does get them mixed up to-ether; and if you would take that from the fficials, I would feel obliged.

3157. But I may ask you again what you, as hairman, are sure to know, whether, on the hole, the system now obtaining of classification nd deduction works satisfactorily?—On the ontrary, I am of opinion that all deductions ould be abolished altogether.

3158. Then, your previous answer to me ap-lied to the classification only?—To the classifi-ation only; I would retain classification, but I ould abolish deductions.

3159. Mr. *Miller.*] Classification of occupiers, ou mean?—Classification of occupiers.

3160. Sir *David Wedderburn.*] Have you ever eard any complaint that tenant farmers who pay ess on one-third of their rental vote on their ross rental?—So far as our parish is concerned, he land-ward portion is so comparatively trifling, hat we do not pay a great deal of attention to he matter; the tenant farmers' proportion that paid into the general rate of the parish is so mall, that the subject has not come before us. When I tell you that out of a yearly assessment f something like 41,000*l.*, the land-ward portion hat is, the part outside the burgh) is only re-resented by a yearly payment of 1,531*l.*, you ill see that these points are not likely to come o. We are virtually a burghal parish.

3161. *Chairman.*] Have you any experience your parish of means and substance?—We ad experience of it, of course, until the Bill was rought in, that enabled us to get the rate put pon rental; and our experience was, that there as a universal cry against means and substance.

3162. Did that cry arise from the mode of ad-inistering it, gathering the assessment and levy-g it, or was it the feeling that it was an unfair rinciple to tax a man according to his means?—was, of course, a good deal caused by the atural dislike people have to the inquisitorial ature of an income examination at all, whereas was considered that it would be a very natural eans of ascertaining a man's position to take the way he stood according to his living and his house.

3163. Would those objections be removed if the income-tax machinery were employed in collecting the rates?—You mean to make the income-tax collector the collector for the poor-rate. No, I do not see that it would make any difference.

3164. The inquisitorial nature of the tax would not then arise, because he would only have to add a column to his return, so much in the pound for the poor's rate?—That is true; but I have several objections to means and substance; one is, that you cannot rate a man for the poor's rate on his income in more than one place. For instance, take me: I have a villa at Loch Long, and I have a house in Glasgow; I must either pay on my income in Glasgow, or I must pay at Loch Long; I cannot be expected to pay rates on my income in both places. But another thing would present a difficulty; I am not in business; how are you to get at my income at all? I may have money in the funds, or money in English railways, or money in bank stock, from which the income tax is deducted before it is paid to me; and when the income-tax paper comes in in Glasgow or in Argyleshire, I return an answer, "I have no income except from subjects where the income tax is deducted previously to my receiving my money." And the Committee must be aware that that is a very common case in a large wealthy town like Glasgow.

3165. Supposing that you were to adopt a system, something of this kind, to obviate those objections; take the income tax upon the visible property, lands, and heritages, and supplement the difference in quantity from the Consolidated Fund?—Well, I am quite of opinion that those approximations must at all times be, to a great extent, somewhat rough and ready, and that the system of rental for all useful purposes gives the least trouble and the least vexation, and comes to about as fair an end as any system. There is no doubt that there appear at times to be certain hardships in the case of parties who have large shops or warehouses, and are not making a very large income out of them, but who have to pay upon their half of the rent. But, upon the other hand, it comes pretty much to be this in the long run; the value of a shop or warehouse is just what it is worth, and a man that takes a shop or a warehouse, if he is looking at it in a business point of view, has to look to what his rates and taxes and rent will be before he can commence to make income out of it; it is a known quantity what the rates will be.

3166. Can you tell us whether any change in the number of ratepayers was caused by the abolition of means and substance; how many ratepayers had you under means and substance?—It is a long time ago, and I could not say the number. It would be very difficult to make much estimate of it, because Glasgow has been increasing at the rate of 10,000 or 12,000 people a year, and the Barony parish itself has a very large proportion of that increase. For instance, our population in 1861 was about 175,000 or 176,000 in the whole parish, and I have no hesitation in saying, judging by appearances and by the state of our rolls and the basis of assessment, that by the next census in 1871 the Barony parish population will approach to 220,000.

3167. Sir *Robert Anstruther.*] But you can say whether there was a great falling off in your

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

income for the poor after the passing of the Act of 1861, abolishing the means and substance?—There was no falling off; decidedly not; and a very extraordinary thing is this, that we actually were paying a bigger rate on means and substance than we have paid since on rental.

3168. Mr. *Orr Ewing.*] But was it not the case that there were arrears at the time that you had means and substance to the extent of 80,000*l.*?—Yes. In means and substance you never can lay your hands upon a large class of people that you can lay your hands upon as renters in cities.

3169. *Chairman.*] But do not you think that, under the present system, a very large amount of property escapes taxation?—I should suppose that, under any system, there must be a large amount of exceptional cases.

3170. Is not that made up by gathering mostly from the poorer classes?—From all classes. We must have the money required to relieve the poor, and it is with the utmost care and attention that we endeavour to scrutinise the property of Glasgow on the roll, and to make our roll as correct as possible.

3171. I want to know the effect of the law. I am sure that you administer it as equally as you can for the ratepayers; but does not a large amount of property escape altogether, and consequently does not the incidence of taxation come to fall comparatively heavier on the poorer property?—I do not see how much property can escape; we assess all property.

3172. I mean, is there not a large amount of income, not fixed and visible property, such as lands and heritages, but a large amount of value income in the community which is not assesssed?—Yes, of course there must be.

3173. Banks, bondholders, shipping, and so on, all escape taxation?—On the other hand, means and substance was so inquisitorial, and was found by the public to be so exceedingly disagreeable, that I am satisfied that the public of Glasgow would rather accept any anomalies in the present system than go back to that system.

3174. But is it not objected to on the principle that everybody objects to pay a tax if he can get it off his own shoulders?—Of course, that is human nature.

3175. And was it not this, that the class that were more oppressed, as they thought, by the tax were the powerful and rich class; and they were able to have their views expressed in Parliament, and to make their influence felt there?—I do not see it in that light.

3176. Sir *Robert Anstruther.*] But was it the fact that in exact proportion as you lost income you had to increase the rate?—On the contrary, since we were a rental parish we have never been within two per cent. of what we were as an income parish. We were as high as 10 per cent. on means and substance, and we have never been above eight per cent. on rental.

3177. Mr. *M'Lagan.*] Can you account for that; was there not a large amount of difficulty in collecting on means and substance?—Yes; possibly the management of affairs now may be more careful; of late legislation has placed the general management of the affairs of the poor and lunatic poor under more careful restrictions.

3178. Mr. *Anderson.*] Ground annuals and feu duties are not assessed?—No.

3179. Have you any opinion to offer to the Committee on that point?—I am quite satisfied with the present system of assessment.

3180. Mr. *Orr Ewing.*] Is it not the case that instead of its being the fact, as suggested in the question put to you by the Honourable Chairman that it was a few rich men who had influence in Parliament to change the mode of assessment from means and substance to rental, the universal feeling throughout Glasgow, entertained by all parties, rich and poor, was that there should be a change?—At that time I think there would hardly be five per cent. of Glasgow that were not in favour of the change from means and substance to rental.

3181. And from your knowledge of the citizens of Glasgow, they have not seen any reason to change that opinion?—I have never heard the citizens of Glasgow express any objection to the present system of rating.

3182. Mr. *Loch.*] Do you excuse from the payment of rates any persons occupying houses below a certain value?—No; we rate everybody except on the little piece of land-ward parish where the landlords pay the rate, under a 4*l.* rental.

3183. *Hamilton.*] Are owners of unoccupied houses rated?—They are rated.

3184. *Chairman.*] How many do you exempt from the payment of rates, from inability to pay in the course of a year?—We have been very fluctuating in that respect; we have not had the number of appeals for exemption the last year of two that we had for a long time; but I think you will get those details from the inspector.

3185. To whom are these appeals made?—The way under the old system, when we had a great many appeals, was this: the appeals came in, and all important appeals were discussed by the finance committee, that is, supposing it was an appeal of a large manufacturer as to the value of his works, or if it was a person as to the rental of his property, those were settled by the finance committee; but the general appeals from the poor and others of that class were sent to the Board generally, and each member took home with him a certain number of those schedules of appeal, and went over them, and made inquiries and if he had doubts about it he could refer the matter to the finance committee; but in nine cases out of ten the case was pretty clear, and he gave his decision, and handed back the schedule to the collector. But lately we have had this system: four members of the board usually sit daily till we exhaust the appeals of those small ratepayers; they personally see the appellant discuss his case, enter into the full details, and I believe, the appellants get fair play; and that practice has greatly reduced the number of appellants.

3186. Was it part of your duty, as chairman, to sit with those gentlemen?—The chairman of the board is a member of every committee, and is expected to take the supervision of every detail.

3187. Did you, as a fact, attend these daily sittings, and discuss these cases?—Yes.

3188. Why then can the inspector give us better information than those gentlemen who have to deal with the appeals?—Because it is not as if one individual sat to hear them all. The 29 members of the board sit in this kind of way (you could not expect that a business man could give up the whole day to it); four of us come in, say at 10 o'clock; there are four small rooms; we

re take each a desk, and there is a clerk there, nd the name is called of the first person on the chedule; we hear the person's reasons for wantng exemption. It may be that you will see at nce that the man is in very poor circumstances, lmost an object of relief himself, and you grant is appeal.

3189. Sir *Robert Anstruther.*] I understand ou to mean that the cases are not decided by the ollective opinion of the four, but that each memer of the four sits in a room hearing appeals imself?—Yes. The class of appeals that I am eferring to at present are appeals from people ving in very poor houses, at 2 *l.*, or 3 *l.*, or 4 *l.* ent, appeals for exemption on the grounds of overty. The important cases are dealt with by he finance committee, and it requires an addiion in the way I have described to get through he number of poverty appeals.

3190. Would the inspector be in attendance on hose four gentlemen?—A clerk, not the inspecor; the inspector would very likely be in a room uite close at hand, and if a gentleman had the ightest doubt or difficulty about a case, he could end for him and ask his opinion, or he could ay, "I will consult the finance committee." or instance, in 1867, which we considered a ery easy year, we had 2,506 appeals, in 1868 we ad 2,117

3191. *Chairman.*] And how many of those ere granted?—The bulk of them were granted. n a good many cases there is a part taken off; r instance such a case as this often came before yself. Say a well-doing widow is left with her mily and a little furniture, and she is obliged to ke a much more expensive house than she ould otherwise do, in order that she may make livelihood by taking in lodgers; her little furniire is like a stock in trade; this woman comes to e rated on a 22 *l.* rent, when really this rent she paying is part of her stock in trade; I would n that case reduce her rating just on the spot what would be equivalent to perhaps a 5 *l.* ent, and say "in place of paying 5 *s.* 6 *d.* you an pay 1 *s.* 6 *d.* or 2 *s.*" And in cases of absolute ebt and poverty, of course we give it up; they re not worth the expense of collecting.

3192. From your experience of these cases, is your opinion that there should be any modifiation in the limit at which the tax should stop?—Well, I am of opinion that it is not worth the rouble and expense of collecting rates upon ouses in towns like Glasgow, under 4 *l.* rental; ut I do not mean that to apply outside the towns, ecause of course a 4 *l.* rental in a village or in he country, often represents a class of house that ould be 6 *l.*, 8 *l.* or 10 *l.* in a city; but in cities ike Glasgow, I believe that it is not worth the xpense of recovering rates for houses under *l.*

3193. Sir *Robert Anstruther.*] And you would herefore limit it to the point of rental at which t is not worth while to collect the rate?—Yes.

3194. Mr. *Orr Ewing.*] Do you allude now to he proprietor or to the occupier?—I allude enirely to the occupier.

3195. Mr. *Miller.*] What per-centage would he amount of that class of payers be upon the whole assessment; that is to say, suppose you truck out 4 *l.* occupiers altogether, what perentage does that leave on the whole assessment?—It would be considerable. You must remember hat the peculiarity of the Barony parish is this, within our landward portion we have the villages of Tolcross and Shettleston, which are mining villages; then up round by Port Dundas, and in the north part of the town, about Bishop Briggs, we have a large class of people living in very moderate and small houses, who are working in distilleries, about the railways, and so on; it would be a considerable matter to us if we exempted them.

3196. *Chairman.*] Do you think that the case might be met by amending the law, and giving a discretion to the parochial board to exempt all under a particular line?—Yes.

3197. At present it has been declared by a decision of the Court of Session, that that practice is not legal?—Yes.

3198. You are bound according to the law to exempt simply on the ground of inability?—Yes.

3199. Which leads to all this inquiry and expense?—Yes.

3200. By simply giving that discretion to the parochial board you might meet the difficulty?—Yes.

3201. Mr. *Crum Ewing.*] Is it not the case that you may pay, perhaps, 6 *l.* in Glasgow for a house giving the same accommodation that you would get in a neighbouring town for 4 *l.*?—Yes; and, therefore, I say my limit of 4 *l.* would refer only to a great city like Glasgow; because a 4 *l.* house in the country might give the same accommodation, and the same class of person might be staying in it as in a 10 *l.* or 12 *l.* house in Glasgow. Also, there is this to be considered in a matter of the kind, it is not always the man drawing the best wages that is living in the best house, because I know that parties drawing large wages are living of their own will and pleasure in inferior cheap houses, much inferior to those in which men with less income are living.

3202. Mr. *Orr Ewing.*] Would it not have this tendency, if you exempted houses at 4 *l.*, that people who are living just now in houses of the 4 *l.*, 10 *l.*, or 5 *l.* 10 *s.* order, might be inclined to go into an inferior house to escape taxation?—That objection, of course, must occur wherever you draw a fixed line.

3203. Taking that very fact which you have mentioned, that it is not the men earning the lowest wages that frequent these cheap houses; but that men earning high wages, but with vicious habits and bad tastes do so; is not that a strong argument why you should not disturb the present system?—It is an argument why you should not disturb the present system; but what I intended the Committee to understand was what I thought, that if you were going to make a change at all, then 4 *l.* would be the limit at which I would stop.

3204. Your one reason for doing so, I think, is to save trouble?—To save trouble.

3205. Is that an element which should enter into a great principle of this kind?—You save trouble, it must be remembered, to those who are rated as well as to the board; because now you bring in a great many well-doing people as well as ill-doing people from a long distance, and they lose their wages while they are appealing.

3206. But if the tendency is to cause people to live in worse houses, would it not be a serious evil?—Yes, if it did.

3207. Sir *Edward Colebrooke.*] Do not you think that people would build a lower class of

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

houses with a view to escape rates?—Those who build that class of houses tell me that, as a whole, the profits on them are not such as to induce them to go largely into it.

3208. *Chairman.*] You spoke of mines a little while ago; how do you assess them?—I would refer you to the inspector for all details of deduction.

3209. Mr. *Orr Ewing.*] You stated that you had a strong opinion against the means and substance system of rating. I am quite sure that you are very anxious that at all events all kinds of real property in a burgh should be assessed?—Yes; heritages.

3210. Is not the feu duty hereditary property?—So in a sense is a heritable bond.

3211. Is a feu duty not a heritable property, and do you see any objection to feu duties being assessible for support to the poor in cities or anywhere?—Do you mean the original feu duty to the superior?

3212. That the rate on the feu duty which now is paid by the party in possession should be paid by the superior?—I see no objection to that.

3213. And in the same way with bondholders; would it not be an improvement that bondholders should pay for the support of the poor, as being the real proprietors of the property over which they have lent money?—No, I do not see it in that light, because bondholders are placed in a different position; they get a comparatively moderate rate out of their investments in that shape, simply because they are not burdened with these things, and I think, as a rule, the interest that the bondholder derives from his bond over properties, is not of such a class that you would be justified in placing any further burden on him.

3214. But would it not mitigate the feeling which some gentlemen entertain on the subject, and have this good result that men not holding property, but of great wealth, and who have money in loans, would then appear, at all events, to pay for the support of the poor?—Strictly speaking those men do pay, because it is their money that has built the heritage on which the rate is laid.

3215. I do not deny that proposition, but I ask whether if those bondholders gave the party borrowing the power of deducting the sum he may have paid in the way of rate from the interest, it would not appear to be more fair?—How would it be in that case if you assessed the proprietor upon his half upon that heritage which has been built partially out of the money he has lent on bond? If you assess me for the lent money, and him for the heritage, you are assessing it twice.

3216. But supposing that you do it as you do in the case of the income tax; the party that lends money upon a property in the case of the income tax, is the person that gets assessed, and therefore there is only one payment, because one party only would get assessed?—Well, I am not disposed to think that it would be received favourably by the public, and I am not disposed myself, so far as I have thought over it, to express a strong opinion on the subject.

3217. Mr. *Hamilton.*] In fact it is a legal question that you would rather not give an opinion upon?—Yes.

3218. *Lord Advocate.*] The assessment is laid on upon the rent which one year with another the property may be expected to let for?—It is.

3219. The feu duty is not deducted from that?—No.

3220. Therefore, if you assess the feu duty over and above, you would be assessing the heritable property twice over?—That is what I consider.

3221. You could only arrive at that by deducting the amount of assessment upon the feu duty from the amount assessed upon the proprietor?—Yes.

3222. And in the same way with the interest on heritable bonds?—Yes; I have just stated to Mr. Orr Ewing, upon the question of changing the rating from heritage to such subjects as that, that I have not given it the consideration that I would require to do, to presume to express an opinion upon it.

3223. So that you must alter the whole system of the assessment, if you are to bring in these which are only burdens upon land to pay part of the poor rate?—No doubt.

3224. The heritable proprietor is not the proprietor in any sense whatever till he takes possession?—No.

3225. *Chairman.*] Is it not the fact that the principle in our assessment is the man's ability to pay, and that you take his possession of lands and heritages as the measure of that ability?—Yes.

3226. Would not this be consistent with that; the feuer would pay upon his visible means which is the test of his ability to pay, and the superior would pay upon what he receives as rent, which would also be the measure of his ability to pay?—I would rather not answer questions on that subject.

3227. Sir *Edward Colebrooke.*] Have you any recommendations to make to the Committee as to improvement in the administration of the poor law?—I wished if I had an opportunity to correct the impression which one of the Honourable Members seemed to take up when one of the witnesses was examined the other day in reference to the question of the licensing of lunatic wards in poorhouses. I wish to explain that there are at present five parishes in Scotland which possess a first-class license, which enables them to treat patients of every class, curable, incurable, and harmless; which, in fact, places them in the position of the public asylums in every respect, the same as if they were, so far as the patients are concerned, chartered asylums. The parishes are the City parish of Glasgow, the Barony parish of Glasgow, the Abbey parish of Paisley, the Burgh parishes of Paisley and Falkirk. Greenock was originally in that position; but they allowed their privileges to lapse. I believe the virtual reason was that they were not prepared to keep their house up to the mark necessary for having such a license.

3228. *Chairman.*] From your experience in your own poorhouse, are you prepared to express an opinion as to the advantages of having that privilege or otherwise?—I am quite satisfied of the advantages. I am satisfied that we are able to treat all classes of lunatics perfectly as well as can be done in a large public asylum.

3229. Mr. *Ellice.*] The fact being that you are now under the Lunacy Commissioners in that respect?—Yes. There is another point which, if you will excuse me, I think was hardly explained last time, and that is the peculiar position in which licensed wards in poorhouses stand in this respect. So far as the Lunacy Commissioners are concerned, they are the ruling authority in all matters of administration. For instance,

nce, on the question whether you have a fficient medical staff, whether your sanitary rangements are good, whether your clothing is od and your dietary suitable, and whether your dding, and so on, is good; in short, they do as ey would do in any other asylum. But then, der the Poor Law Act, all buildings within e boundary of the poorhouse grounds are under e Board of Supervision, and the governor of the orhouse under the Poor Law Act must be e governor of the asylum too; that is to say, e Poor Law Act requires that he shall have e controlling power, and be responsible to the oard of Supervision for the tidy and cleanly anagement of this licensed asylum, as long as it within the walls or boundaries of the poor- use. Therefore you may say that there is a uble examining authority over the asylum; e Board of Supervision has a certain control, d the Lunacy Commissioners have an entire ntrol.

3230. But is not the control of the Lunacy ommissioners complete in the fact that they n withdraw the license if they choose to do so?—It is in that respect. What I wish to say is this: pposing that it is the pleasure of a parochial board make an improvement in their licensed asylum, y that they wish to add a ward, or say that they ish to throw two wards into one for better ven- lation, the Lunacy Commissioners may be satis- d that it is right, and may instruct it to be ne, and the Board of Supervision may say, "We will not let it be done;" and in case you ould suppose that to be an unlikely thing, I may ate that it occurred with our own board. The unacy Commissioners gave sanction for an teration in the asylum, and the Board of Super- sion were not of opinion that it was proper to rry out these arrangements, and they said, "We will put a veto upon it."

3231. Mr. *Anderson*.] So that it is a conflict- g authority?—It may be a conflicting autho- ty. It is very unusual that it is a conflicting thority, because of course they are both look- g to the same end, the benefit of all concerned.

3232. Mr. *Ellice*.] You are speaking now of e department of the poorhouse that is for general natics, not of the wards that are for harmless natics?—I wish the Committee to understand is: all lunatics of all classes, harmless and therwise, are treated in this lunatic asylum, hich is entirely cut off and separated from any ortion of the pauper division. The harmless ave separate wards, and the epileptic have sepa- ate wards, and the violent have wards, and on.

3233. Is it under one license that the whole re included?—Under one license; I have in- tructed that a copy of the license should be sent p to the Committee, and also a copy of the form hat is used in taking a party up and placing him n the asylum.

3234. Then you have no ward in connection ith your poorhouse that is on the same footing s the ordinary cases of wards in poorhouses not eing general asylums?—We have no lunatics n the poorhouse at all; they are all in the sylum.

3235. Sir *Edward Colebrooke*.] You desire to etain these wards in connection with your poor- ouse?—I do.

3236. Will you state at what cost you main- ain the lunatics?—I consider that our lunatics ost us somewhere about 7 *s.* 6 *d.* a week.

3237. Including imbecile persons?—Including everybody; that is, taking them all over-head; and the ordinary paupers cost somewhere about 4 *s.* 3 *d.* a week.

3238. If you sent those lunatics to a general asylum, the cost would be considerably more?—If you send them to a general asylum, the cost is usually from 50 to 100 per cent. more.

3239. How do you account for that?—I account for it in this way. I think in large asylums the management of the matter is not so very careful, perhaps, in some respects. But principally it is this; we have our whole expenses of building paid off; for instance, our poorhouse and asylum is free; but in a case like that of Gartnavel, where about 50,000 *l.* was sunk in ground, there is a bond of 30,000 *l.* there, and the directors of Gartnavel have to meet the interest of that bond and various expenses of that class, which do not come upon the parish asylum, and of course to do that they must charge increased rates.

3240. The superintendence and care of these persons would be the same in either case?—Very much the same; I am as familiar with Gartnavel as with the Barony asylum.

3241. Do you get any assistance from paupers in looking after the lunatics?—Occasionally we have nurses from them, but we have a complete staff of experienced assistants under the doctor in our establishment; most of them have been in asylums before they came to us; we have experienced attendants on each side, men and women.

3242. Is the medical man resident?—The medical man's house is within a gun-shot of the asylum. The junior medical man lives in the poorhouse, and the senior, the superintendent, lives within a hundred yards.

3243. To return to the question which I put before, you are satisfied with the general principles of the administration of the law?—I am satisfied with it generally. But there is one point as to which you will remember there was a great discussion about the year 1862, namely, the propriety of taking from poorhouses the keeping of lunatics and putting them into general county asylums. At that time I had my attention drawn very carefully to the subject, and there is one point which I observed this morning in looking over the report that I brought out for the Barony at that time with reference to the case of harmless persons who may have decent friends. I say there that I would be quite prepared, and I think it would be highly advisable, if their friends are trustworthy, that they should be allowed to go and live with them outside.

3244. What prevents you doing so now?—Of course if the inspector has a person brought to him as being insane he is obliged to place him in the asylum.

3245. *Chairman*.] We had evidence at our last meeting that in the City parish the cost of lunatics was 5 *s.* 6 *d.* per head. You say that in your lunatic asylum it is 7 *s.* 6 *d.*?—Do you include any other items in that 7 *s.* 6 *d.* than were included by Mr. Muir in his evidence, or is it that your cost of maintenance is higher than it is in the city parish?—Well, I am of opinion that Mr. Muir has rather underrated it, and I think that he will find, on further inquiry, that it has cost them more than he thinks.

3246. Mr. *Ellice*.] How often is your esta-

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

blishment for lunatics visited by inspectors or persons acting on behalf of the Lunacy Board in Edinburgh?—Perhaps about once a quarter.

3247. And all your arrangements as to medical and other relief for these insane patients are under the supervision of the Lunacy Board?—Yes. And, also, I may mention with regard to the medical officer, that so far as his appointment as medical officer to the lunatic asylum or lunacy wards is concerned, we cannot dismiss him without the approval of the Lunacy Commissioners.

3248. With the exception of the five cases which you have just mentioned, no wards are now permitted in connection with poorhouses, unless for the incurable and harmless?—Yes, that is so.

3249. Mr. *Fordyce.*] You have no licensed ward in connection with your poorhouse?—No, we have no licensed ward in the poorhouse proper.

3250. *Chairman.*] What is the cost of maintenance of your poor in the poorhouse?—You will get all those details from the inspector, who is bringing up very careful tables. I may state generally that about 4*s.* 3*d.* is the price in the house; but it is better that those details should come from an official.

3251. Have you turned your attention to the question of the law of settlement?—I have thought it over.

3252. Have you any suggestions to make on the present state of the law?—If any alteration were made, I think that it should be made, of course, in the direction of the greatest simplicity, and I think birth, and birth alone.

3253. You have found, I presume, that the difficulty now under the present law of settlement is the difficulty of a man keeping a settlement in a town from the number of parishes from which he may move to and fro?—Of course there is always that difficulty. There is one thing, however, which I may observe: the public are under a most extraordinary impression in the matter, and I believe that that has stirred the feeling up as much as anything else. A large number of the public are under the impression that while the parishes dispute the pauper starves, which of course is a great mistake; because immediately a person has been 24 hours in a parish the inspector is obliged to relieve him and find out his settlement.

3254. *Lord Advocate.*] Do you think that the law of settlement, as it stands, operates in favour of or against the towns?—I am quite satisfied with the law of settlement as it stands; but I would be more disposed to deal with the law of removal; I think that there are hardships in that.

3255. I mean, do you pay more than you would do if there were no settlement; if the parish where the pauper becomes a pauper were obliged to relieve him permanently would the towns pay more less?—I believe that it would not make a great deal of difference.

3256. If that is the case, is there any good in the law of settlement at all?—If a person could draw his relief wherever he happened to be, it would be a premium on tramping.

3257. Do you think that men are actuated by any such view as in becoming paupers?—I am sure there are a class of paupers who come out of our poorhouses and other poorhouses in summer and go away into the country on the tramp regularly; and we have, of course, had a check upon those people so far; but they would simply contrive to pass continually from parish to parish: if you caused that result you would have to extend your poorhouses greatly.

3258. The tramp goes out of the poorhouse and ceases to be a pauper?—Yes.

3259. If he were chargeable upon the first parish in which he had need of relief, do you think that there would be any great harm in that?—Yes.

3260. What harm?—The harm is this: a man may come into Glasgow to-day, in the morning, and get relief from Mr. Adamson and Mr. Beattie, the inspectors, and then tramp down to Bowling in the afternoon and get another relief there, and to Dumbarton in the evening and get another there.

3261. I mean if you had him held to be settled where he claimed relief for the first time until he ceased to be a pauper, would there be any harm in that?—I have no objection to the present state of the law as it stands, unless a change is made to birth settlement.

3262. Mr. *Orr Ewing.*] What is your opinion as to the uniting of the parishes of Glasgow into one as the area of assessment?—My opinion is that Barony alone at present is large enough and too large for easily handling, and that there would be no profit either to the pauper or to the ratepayer by a combination of the three parishes; but there would be much more difficulty in the administration of the business, because you would have too large a machine to handle.

3263. Do you know the rates assessable in the three parishes?—In the barony at present it is 1*s.* 4*d.* and four-fifths; Glasgow is about 1*s.* 7*d.*; Govan is 11½*d.*; and Gorbals is 3*s.* 6*d.*

3264. Do you not think that it would be more just that people living in the same municipality should be equally assessed, and I wish you to shut out of your mind in answering this question the difficulty of management, and only to answer as to the justice of the assessment?—Your question, if I understand you rightly, is this: Do I think that it would be more just to combine the three parishes, so far as they are within the municipality, and make a general rate for them all?

3265. My question was whether you would not think it more just that people living within the same municipality, and who are in all other respects assessed the same, should be assessed also the same as to the support of the poor?—I have not looked upon it in that light as a question of justice. I have looked upon it in the light of its practical results, and its practical bearing upon the ratepayer and the pauper.

3266. But would not the practical results be good?—The municipal authorities just now have no difficulty in collecting the rates from the whole city for city purposes; surely the rate could be equally easily collected for the support of the poor?—Do you mean for ease, or do you refer to the fact that the same machinery would do it?

3267. I am not suggesting it, but there would be no difficulty in that being done, would there?—The same machinery would not do it, for this reason, that if you increase the amount of work, you must just supply extra hands.

3268. Is not the amount of work considerably increased just now by people losing their settlement merely by changing from one side of the street to another?—No, I do not think that that is so to a great extent. Besides, if you combined the

three parishes, you would commence by lay-
a very heavy burden upon the town, and in-
sing generally the number of people on the
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system is to relieve the citizens of Glasgow?
o relieve the ratepayers of Glasgow; there
be a large number of ratepayers in Glasgow
are not citizens of Glasgow at all, who are
ng the landlords half of the rates though they
living in London.
72. Then do you think that a person working
city is not entitled, if he becomes a pauper, to
elieved by that city?—But he is at present
ved by that city.
73. But you want to keep up the system by
h he has difficulty in obtaining a settlement?
wish to keep the present system, as being, in
esteem, the fairest between the country and
is.
74. Do you think that birth settlement is
erable to settlement where a man has worked?
es, I do, in this respect; that in all settle-
t questions simplicity is a great object, and
have it at once in birth. I quite under-
d the force of a certain part of the argument,
in the case of a man who is born in a
try village and has gone into a town, and
ght the best of his days in that town, it is a
thing when he gets into his old age that he
ld be thrown by his back on his birth settle-
t, or that his wife and his family should be.
I believe that the virtual effect between
n and country of a birth settlement would
ty much cure it.
275. You think that your views would not
hanged in that respect if Glasgow were to
by the change?—No, I do not think they
ld.
276. Do not you think that this is a very hard
. A woman born in Glasgow may have mar-
a man born in Shetland; the man dies, and
wife becomes a pauper, and that wife and
ily have no claim upon the parish of their
h, but are a burden upon the parish in which
husband had been born?—According to all
ent law a married woman is merged in her
band for all purposes of law.
277. I am not asking what the law presumes,
whether that is just?—That opens up the
e question of the rights of married wo-
n.
278. *Chairman.*] I suppose the simple fact
that you can make out any amount of hard-
if you take particular individual cases?—
; but the general result of the present law
settlement I consider is very fair.
279. Mr. *Orr Ewing.*] But cannot you also
ove that woman to Shetland, and is not that
ardship?—That is a point which I would
w attention to. I think that the law of
oval as it stands at present is very harsh.

3280. Sir *Edward Colebrooke.*] Will you explain that?—This woman that the Honourable Member has referred to, that marries a Shetlander, may in her old age, when she is 60 or 70 years of age, come upon Barony parish; we write to Shetland saying that such a female has become chargeable to our parish, and is at present in our poorhouse, or is at present receiving such and such relief outside; and the Shetland Board writes back "Remove her here," which we do, and we are bound to do it. But I would decidedly alter that law of removal, which I think is a very harsh and a very unkind one. And I would say that the Board of Supervision should have the power to dictate whether parties should be removed or not. But I would even prefer that there was no power of removal at all in Scotland, and that persons should be left free choice to stay where they are.

Mr. *A. H. M'Lelian* and Mr. *A. M'Laren.*

7 May 1869.

3281. Mr. *Orr Ewing.*] You would put it at the option of the pauper?—Yes.

3282. Mr. *Ellice.*] Recovering from the proper parish?—Yes.

3283. Sir *Edward Colebrooke.*] Not altering the liabilities of maintenance, but merely that they should be supported in the parish where they apply for relief?—Yes, that a woman should be left in the place where she may have lived for 60 years, and where she has friends, and not be removed to a northern parish, where she does not know a soul, and has no interest in the people.

3284. Mr. *Fordyce.*] Do not you think that the general practice is not to insist on removal in such cases?—We have had some very hard cases in our experience, not numerous, but still sufficiently numerous to show me that the principle of the present system of removal is very harsh.

3285. Sir *David Wedderburn.*] Have you many pauper children boarded out in the country?—A large number; we have 383 children boarded out at present altogether.

3286. At what age do you take steps to apprentice them or to put them to profitable work, or is there any fixed age?—There is no fixed age, properly speaking, because, of course, a great number of those boarded-out children are not very strong; they are, perhaps, sent out because they are of weak or delicate constitutions; and there is a great variety of circumstances under which they become able to do anything for themselves; and with many of those that are boarded out in that way there may be a difficulty, perhaps, in getting them apprenticed at all; they may be boarded in a village where there is not a sufficient amount of labour going on to offer an opportunity for apprenticeship.

3287. And if they become able to earn wages, what becomes of such wages as they may be able to earn?—If they are able to earn a mere trifle, of course it goes to the person with whom they are boarded; but if they seem able to earn anything like ordinary wages, our board commences gradually to reduce their allowance, and they just pass with the general community.

3288. Do you take steps to ascertain those points; because it is of some importance that if they are earning any considerable amount it should be available for themselves, and, of course, for the relief of the parish?—Yes; there is constant communication between the inspectors on the subject; for instance, the inspector of Barony would be expected to look after any children belonging to a country parish that happened to

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

be in Barony parish, Glasgow; and the inspector of the country parish where they live sends up to our inspector regular reports of how the different children in that neighbourhood are getting on. Besides that, our own "children's inspector" visits regularly, and inquires into the circumstances; and at least once a year the individual members of the committee which has charge of the children boarded out, which has charge of their boarding and education and clothing, visit the children at the different places where they are, and see them; and thereby I think we have a very fair check upon what the result would be.

3289. *Chairman.*] Then, in fact, they are placed under the supervision of the inspector of the parish in which they happen to be boarded?—Yes, to see that they get fair play, and also that they are not too long on our hands. I may mention, as it is a subject I believe that has attracted some attention, that we have been more than usually successful latterly in finding boarding-out accommodation for Roman Catholic children; of the 383 children boarded out, there are about 85 Roman Catholic children.

3290. Sir *Edward Colebrooke.*] Are they all in the country, or are any of them in the town?—They are boarded with Roman Catholic families. I may, perhaps, give you a pretty fair idea of the kind of thing, if I mention a few of the names of the places, South Arthurlie, Baldovan, Ardrossan, Balfron, Barrhead, Bellshill, and so on. As we can find a family suitable for them, we send them.

3291. Are many of them sent to the Highlands?—We have sent a party of them to Arran, and that is the only party we have sent in whose case there was any objection made. They were ordered to be removed from Arran.

3292. *Chairman.*] Who ordered them to be removed?—The representative of the Duke.

3293. On what grounds?—He put it pretty much on this ground, that he would not allow the farmers to board them. I believe his real ground was this, however, and there is some weight in it: a good many of those children that we sent to Arran were sent to the south side of Arran for the sake of the strong sea air; they were mostly of scrofulous habits of body, and I believe if they became part of the family with whom they are boarded, the greatest attachments grow up between the parties who take these children in to board and the children themselves; in fact, it becomes almost a parental feeling; and I believe his professed reason was, that if we made a custom of sending the children there, and if even a proportion of them passed into the population, it would have a deteriorating effect upon the inhabitants.

3294. Sir *Edward Colebrooke.*] Your opinion is favourable to the boarding out?—At one time I did not entertain that view, but I am satisfied that at that time I was wrong; and now I am very desirous, in every instance, to see children boarded out, for I believe that it will take away from them the pauper feelings; it will restore them, you might say, into society. I think that pauper brought-up children are like stall-fed cattle, not natural.

3295. You think that the power of inspection is sufficiently complete; that the children are well cared for by the parties who take them in?—We were very certain of that, because if we have the least reason to doubt that the children have fair play, and the greatest kindness sho them, we promptly remove them.

3296. Has it been long enough in operati to enable you to follow the career of any of t children so boarded out?—I cannot say that could speak very much on that point; of cou I know of some, but they pass away from on memory. In a large poorhouse like ours it wo be difficult to trace one individual. For instan at present we have somewhere about 600 childr out and in, and you get lost in the crowd.

3297. You were saying that it was desira to board them out, to prevent their having p per habits; you have a large number in t workhouse, I presume?—We have.

3298. And a school attached to the wo house?—We have two schools, a school for gi and a school for boys, and I am satisfied th they get as good an education as any worki man's children, and better.

3299. But can you prevent their mixing w the other paupers in the establishment?—As as we can, we do so, but I am certainly opinion that, as far as it can be avoided, t poorhouse is not the place for children.

3300. Has it ever been under considerati whether the different schools for the children Glasgow might be combined, and be detach from the poorhouse?—I have never heard t subject mentioned.

3301. You are aware that that practice c tains in London and elsewhere?—Yes; but have never heard that subject mooted. As as we can we isolate the children from the ad paupers, but it is almost impossible to do it.

3302. *Chairman.*] Have you remarked a difference in the results of the children who ha pen to be brought up in the poorhouse, as co pared with those boarded out?—The officials w be better able to tell you that, but my impr sion is that the boarded-out children have a mu better chance in life to mix with the populati You can easily understand that a child board with a working man and his wife, and who going out and in as one of the family, is broug up ultimately just to mix with the class of socie in which he is supposed to live; but a poorhou child going out has seen very little, and is ve open to impressions either for good or for evil.

3303. Mr. *Fordyce.*] Are the children in yo poorhouse chiefly orphans and deserted childr or the children of paupers in the house?—Th are chiefly orphans and deserted children. The are of course always a few children of paupe for example, illegitimate children.

3304. Mr. *Anderson.*] Are so large a propo tion of them scrofulous, that you think there real weight to the Duke of Hamilton's objecti to their remaining in Arran?—Yes; I am, course, not speaking as a medical man, but I w perfectly astonished when I first had to do wi the Barony poorhouse at the very large propo tion of scrofulous children. It seems as thou the offspring of a class of the community we largely scrofulous.

3305. Mr. *Mackintosh.*] Is there any ackno ledged modification in your dietary specially wi a view to that disease among the children?—T dietary of the children is entirely under the co trol and direction of the medical man; and he empowered to give what dietary he thinks nec sary whenever there is either weakness of co stitution or actual disease.

306. Sir *David Wedderburn.*] Have you had cases brought before you where these dded-out children have been starved and ill-, and the sum allowed for their maintenance misappropriated by those with whom they boarded?—We have had one or two such s; but they have been so very few that I ld not consider they were worth taking into unt.

307. Mr. *M'Lagan.*] Can you tell us the rence of expense of keeping these children in poorhouses and boarding them out?—I think will find that the inspector will furnish you those details; also I thought it better that hose statistical details should be given by

308. Is there any way of testing the educa- of these children boarded out?—Yes; the ing members are in the regular habit of g into the school unexpectedly when they n the place, and seeing the class of education they are receiving; and it goes so far, that ey consider that the school is unsuitable, will remove a boy or a girl out of that ol, and put them into another. They take a careful charge of the question of the dren's education.

309. *Chairman.*] I understand you to say the great mass of all the children, both in and of the poorhouse, are deserted and orphans: d you only intend to say that those boarded are deserted and orphans?—A great propor- of both are deserted and orphan children.

310. Do you ever board out children who parents in the poorhouse?—Sometimes we in exceptional cases; for instance, where a nt is a very dissipated person, we may re- e the children from the parent; but it is in those exceptional cases.

311. Mr. *M'Lagan.*] Do you ever find any culty in getting occupation for these children ded out after they have been educated?— our experience is that as they grow up just naturally pass into the population of district where they are.

312. Have they been thrown upon your is longer than you thought was necessary? ndividual cases may have occurred, but not rule.

313. Then, as regards finding occupation for e in the poorhouse, have you ever found a ter difficulty in getting occupation for them for those boarded out?—With regard to e in the poorhouse, we profess, as far as we ibly can, to find occupation for them before go out, unless they become too far advanced ears; and for that purpose they go through t is virtually a species of apprenticeship in house. For instance, we have a mechanic aking charge of the boilers and engines; we a plumber, a joiner, a tailor, and a shoe- er; and as far as the work that those men will permit of their employing the children, are always working, when they are able. hours a day with those men, and getting a smattering of some trade; and there is ly a meeting of the house committee in h applications do not come in from country makers and smiths, and so on, wanting a house boy; an application from bakers, ting a poorhouse boy as an apprentice. In case, if we are satisfied, on inquiry, that the on is trustworthy, the boy is sent; and, ourse, the board keeps a certain eye upon him for a certain time, to see that he is properly dealt by, and gets fair play.

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

3314. Then there is no doubt that a boy taken from a poorhouse, managed as your poorhouse is, is a more valuable boy to the shoemaker or baker, or whoever takes him, than a boy taken from the house of his parent, in as far as he has served a half apprenticeship?—No doubt of that; and no doubt that is the reason that we have so many applications.

3315. Then, we come to this point, do we not, that by the system which you have adopted in the poorhouse, you are bringing pauper labour, in a certain degree, in competition with free labour?—I would put it thus, if the Honourable Member would permit me: I think that by the system which we are following in the poorhouse of educating those children to some trade, we are restoring to the natural labour of society a set of pauper children who would otherwise go out and fall in among the waifs and strays, and go into the dissipated class; and we are preparing those who have been put by circumstances in their early years into a pauper atmosphere for the general world, by giving them a little education.

3316. I do not object to the system at all, but I merely want to trace out the effect of it; and I think you cannot deny that fact, that if you have a boy who has served a half apprenticeship in your poorhouse, the masters will more readily take that boy than a boy from his parents' house, who has served no apprenticeship at all, and, perhaps, does not know how to use a tool?—I grant the principle.

3317. Sir *David Wedderburn.*] The Board of Guardians for Evesham have recently applied to the English Poor Law Board for leave to board out children in this way which you have described, and leave has been given them, I understand, chiefly on the ground that the system has been so successful in Scotland. Now you think that that is from your experience quite consistent with the fact, and that it has been a thorough success?—Yes, it has been a thorough success, and I think that, morally, it is our duty towards those children coming into our charge, to try and restore them to their natural place in society, which they have lost by their parents becoming paupers.

3318. *Chairman.*] You keep a creed register in your poorhouse, I understand?—Yes.

3319. And do you always take care to board out children with parties belonging to the same religious community as the children?—We do; we have a Roman Catholic member in the Board, and complaints came often from the Roman Catholic community as to their children not getting the advantage of boarding out that was given to Protestant children, and this gentleman took a good deal of trouble in seeking out suitable families to board them with. We are always most anxious to board them out wherever we can, and we never board out Catholics with Protestants if we can get a Catholic family suitable.

3320. Sir *Edward Colebrooke.*] It has been stated that sometimes there is a difficulty in getting suitable Catholic families to board them with; have you experienced that?—We did until this member of the Board took the matter up, and managed to explain to the Catholic clergy that it was their interest as well as their duty to instruct the clergy in the different rural districts to look out suitable parties, and that we were prepared to send the children whenever we were satisfied that the family in which they were

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

placed was a suitable family for them to go to.

3321. And you found great assistance from the Roman Catholic clergy in finding persons to board them with?—Well, we have found that in their own interests they have sought them out.

3322. *Chairman.*] I think it is only of comparatively recent date that the creed registers were established?—I believe it is, but I could not say how long ago it is.

3323. The complaints were probably more applicable to the time when there were no means of distributing the children according to creed?—Comparatively speaking, it is only of late that the system of poorhouses has spread so much, and the bringing of people together in poorhouses more extensively throughout the land has of course drawn attention to the question of creeds, and produced the creed register.

3324. Are you satisfied with the operation of poorhouses as the proper means of keeping down both pauperism and rates?—I am satisfied that in my own parish the poorhouse is too little used as a test.

3325. That it would be better if it were more generally used?—Yes.

3326. Is it not generally full, or have you more room than you fill?—We are generally full enough; but in that case, of course it would involve further accommodation. There is one thing that may appear sometimes inconsistent, when a member of the Board says that his poorhouse is full, and yet it may appear as if it was not up to its full registered number. The explanation is, that there are always in poorhouses a great many more females than males, and whenever the female side is full, of course to that class of pauperism the house is full, and yet on the male side there may be 50 or 60 empty beds.

3327. Mr. *Fordyce.*] Can you give us any statistics with reference to the number who have been offered and have refused the poorhouse within the last five or 10 years?—I think that the inspector will be provided with all those statistics.

3328. What becomes of those, as a general rule, who refuse the poorhouse?—There is no person that refuses the poorhouse if he is absolutely starving. I believe that those who refuse the poorhouse want out-door relief, and if they do not get out-door relief they would rather work for themselves.

3329. In the case of a woman with children being offered the poorhouse and refusing to go in, can any means be taken to prevent their becoming vagrants?—Of course, in Glasgow those parties are not permitted to beg; the police would interfere.

3330. There is nothing to prevent their wandering out of Glasgow into the counties?—There is nothing to prevent their wandering out of Glasgow into the counties, but it would be the duty of the county police to exercise the same supervision there.

3331. Mr. *Anderson.*] It is theoretically, actually not practically, I presume, that they do not beg in Glasgow?—Well, there is no doubt that street begging in Glasgow has very much decreased in the last 20 years.

3332. House-to-house begging?—Even house-to-house begging; as a householder myself I have noticed that there is not nearly so much house begging now as there was 15 or 16 years ago.

3333. Mr. *Fordyce.*] I suppose you are aw that in the counties vagrancy is increasing en mously?—I have heard so.

3334. In your opinion, has the poorhouse s tem any effect in increasing that?—No; beca I believe that if any woman with children refu the poorhouse and goes upon the tramp, she d so simply because she would rather take chance of living in a rough loose way outs than subject herself to the discipline of the po house.

3335. Mr. *Hamilton.*] With regard to maintenance of discipline in poorhouses, h you found any difficulty from the power wh the pauper now has to claim the right to le the poorhouse one night and to come back next?—I have, and I am of the same opinion a gentleman from my board, that was examin before the Committee on Friday last; I wo put a check on that somewhat in this form, t in the case of a pauper who made a practice going out whenever he wanted to have a spree the town, and then coming in again, his or her f notice being 24 hours, the second should be and the third 24 hours more, and so on. But, a necessity, there must be a discretionary pow in the governor to exercise that; he should h full power to exercise that, but a proper disc tion not to be obliged to do it, as there are ma very respectable decent people in our poorhou especially women that come out in summer, a get perhaps a little donation to set them a-goi and they commence by hawking wares, and so and keep themselves; but they are not v strong; they are partially enfeebled, and are able to get such accommodation or food in win as is necessary for them, and then they come b into the poorhouse.

3336. At present, if the pauper has a few wo with the manager, he can claim a right to le immediately?—Yes, in 24 hours.

3337. *Chairman.*] You agree with the dence of Mr. Menzies upon that subject Yes.

3338. Sir *Edward Colebrooke.*] They ret after a considerable interval, not within a or two, I suppose?—Cases do occur of th returning within a day or two, but it is no common thing for them to return within month.

3339. Mr. *Ellice.*] With regard to the ear part of your evidence, I understand you to that you had sought for an Act altering the c stitution of the board in your parish, and that were obliged to withdraw it owing to Lord Red dale imposing upon you certain conditions wh you could not fulfil?—Exactly so.

3340. If you turn back to Sir John M'Nei evidence at 1517, you will see that he says the "The inconvenience of that constitution" spe ing of the parochial board "was so strongly in the Barony parish, that they came to Parl ment for a local Act to get rid of it. That was passed, and passed in such a form as to a milate the constitution of the parochial board the Barony to the constitution provided by statute for the burghal parishes;" is that fact?—The present Act under which we are n is the Act to which Sir John M'Neill ref there, and which was passed; but that was the first Act which we brought in, and that not the one that was objected to.

3341. You have an Act now?—We have special Act for ourselves.

3342. So that you have not an open grievance? Not further than this, that we think our Act, in many respects, is not nearly so good as it ought be.

3343. *Chairman.*] There was no second Bill; the Bill was suspended, but you got it in the one year?—We got it in the same year; but it was to be an entirely new Bill, and repassed through the House of Commons; because in the first Bill which was rejected there was certain machinery provided to work those alterations which we wanted, and which we did not get, and of course that machinery was struck out of the new Bill, seeing that the object sought was not to be given.

3344. Mr. *Ellice.*] Sir John M'Neill goes on to say: "I may mention that that Act was framed, both as far as I was myself concerned in it, and also with the assistance of Lord Redesdale, in such a manner as to serve as a model, *mutatis mutandis*, for any other large suburban parish that might desire to change the constitution of its parochial board?"—That is Sir John M'Neill's opinion: but I consider that the Act is a perfect blunder as it stands.

3345. Mr. *Fordyce.*] Have you any old married couples in your poorhouse?—A few; perhaps half-a-dozen, or so.

3346. Are they kept separate?—Yes.

3347. I think you expressed your opinion that the poorhouse ought to be more freely used as a test?—Yes.

3348. Would you use it in the case of those people more freely?—No; the old people that are sent to the house are only such as either themselves are desirous, or as we find to be in such very destitute circumstances that they have no one to assist them, and live in perhaps such dirt and poverty that, in humanity, we are obliged to take them in; but we try to persuade them always before we take them in; we never use harshness with such people.

3349. But you keep them separate after they are in the poorhouse?—There might be a provision of a general ward for such people living together; but still, at the same time, as matters stand at present, they see one another occasionally.

3350. Mr *Anderson.*] It would involve a larger poorhouse?—Of course. Suppose you allow them to live together, then you must provide each couple with a comfortable sleeping-room.

3351. Mr. *M'Lagan.*] Would you not have a part of the poorhouse set apart for individual paupers, such as these?—Yes; we have already a male side and a female side for them.

3352. But could you not introduce such a change in the disposition of the poorhouse as to devote a part of it entirely for poor old married people?—If you mean allowing them to live together, and giving each couple a separate sleeping-room, we could do so, but it would involve a considerable extra expense, and at present our house is small enough as it is.

3353. *Chairman.*] What is the size of your house, what is it constructed to hold?—Our house is for 1,350; of that number 160 come under the license for lunatics, 80 males and 80 females; and besides that we have attached to our house (I do not know if any establishment in Scotland has but ourselves) an infection hospital. In about 1862, when typhus fever was raging very badly in Glasgow, the infirmary was full, and typhus fever broke out in the Barony parish very seriously, and there was nothing else for it but to provide for ourselves; and we put up a wooden erection, that is, heavy timber standards, in stone sockets, and double boarded, and with brick partitions, and open fires at each end of the wards, and through ventilation; and in the first year that we had that establishment open we treated 1,100 patients for typhus fever, and that with a death-rate less than the infirmary.

3354. Mr. *M'Lagan.*] That building is in existence still, and we use it at present in place of sending children with scarlet fever or measles, as we used to do, to the infirmary, they are moved to this hospital.

3355. *Chairman.*] Have you a separate medical officer for it?—A separate medical officer; and it has a separate dispensary, a separate wash-house and drying house, a separate van for lifting the fever patients, a separate man for attending to it; and it is entirely walled out from either the poorhouse or the asylum airing grounds; so that there is no communication whatever; and the entrance is by a separate road.

3356. Mr. *Anderson.*] With regard to the able-bodied, do you practically exercise any discretion in giving relief to able-bodied poor?—Up to that last decision, about 1864, in the Court of Session (but which was afterwards appealed to the House of Lords, and I think it was 1866 that the House of Lords confirmed it), the parishes argued that they had that discretion; but it was stopped by that decision.

3357. They have stopped making any use of that discretion now?—Yes. Previously to that decision we did give relief in some cases of the kind, of which the inspector will give you the details; but, in the year 1862, I think it was, a great deal of poverty existed among the handloom weavers out in Bridgeton and Calton, the eastern part of our parish, which is a very poor one, and also out in the northern part, towards Bishopsriggs. At that time we were making some alterations in the ground, draining and altering some part of the outhouses, and the like. I was then chairman of the poorhouse committee, and I had 120 of these men employed on this work for a long time; and their wives and children received assistance from shops on which they had orders for bread or from soup kitchens; and on Saturday night they received a certain allowance, according to the number of the family, to pay any little lodgings that they wanted, or to pay their bit of house rent for the week past and keep them alive till Monday.

3358. It must have done a great deal of good in relieving distress?—It did a great deal of good, and they were not very thankful for it. I may mention that I came one day into the Glasgow Exchange and found a messenger from the governor in search of me. I asked what he wanted, and he said, "The unemployed at Barnhill have struck, and they have struck because the porridge was too thin." Now, they were getting the same rations as the paupers up to a certain point, and a great deal more beyond that. The food they were getting was sufficient, as the Committee will understand when I mention this: every man that was at his work (for some of them had to come a good way) by seven o'clock got a bit of bread, and a small cup of milk to satisfy his stomach till nine o'clock, the breakfast hour; they then had the usual breakfast allowance of porridge and a (English) pint of milk. At two o'clock they had their

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

dinner with the rest, consisting of a pint-and-a-half of soup, the usual proportion of bread (I think 1½ lb.), and a quarter of a pound of beef without bone, and porridge with milk for supper. Now, no doubt the Committee are aware, that when new meal comes in first it boils always very thin, and if you put the same weight of meal into a pot to make porridge, and if in one case it is old meal and in the other case new meal, the porridge made with new meal will appear a great deal thinner than the other; and even our paupers are so extremely careful to see that they get a a good mouthful, that we are in the regular habit of having a stock of old meal to mix with the new, or else they are most indignant. The unemployed men got the new meal, and they thought that the porridge was too thin; and when I came to look at the dishes (of course they were cold by that time) the spoons stood in them. My experience tells me, that whenever these unemployed persons feel that they have a claim upon the rates, you get a great many people put upon the rates who should be employed, and I am decidedly against giving the unemployed any poor relief.

3359. You do not think even that the board should have a discretion in the matter?—I think that if the board could be trusted with the discretion it might be wise to give it to them; but I have always found that in cases of that kind, wherever the board has a discretion, it becomes a virtual compulsion. For instance, the magistrates of Glasgow, or any other great town, before they commence to relieve from the voluntary fund which is raised almost yearly, always wait until, if they did not come forward, it would almost end in actual rioting. If there was a claim upon the board those men would come down in force upon us and insist upon relief, even if we had discretion in the matter.

3360. At this time, when you established the system of giving relief, you found that it did a great deal of good; and when you were stopped doing it, there must have been a great want felt, was there not?—No; for this reason, that when we were stopped doing it, then the voluntary system was taken up immediately, and the public of Glasgow came forward and provided the funds, which were distributed through the provost and magistrates; but, as was explained to the Committee on Tuesday, the parochial officials seek out the cases, and satisfy themselves that they are deserving parties to be placed on the magistrates' roll; and the funds, I understand, have always met the requirements.

3361. Mr. *M'Lagan.*] Have you any difficulty in deciding who are able-bodied poor in the applications that are made to you for parochial relief?—Of course the applications for relief from able-bodied do not come before any member of the board at all.

3362. I mean applications made to you for the first time from people wishing to be put on the poor law register?—We refuse poor relief altogether now to unemployed; we receive no applications from them.

3363. But suppose a man comes forward and asks you for assistance, how do you decide that that man is a proper object for parochial relief, and that he is not able-bodied?—Before any party can be put upon the poor roll, it must be certified by a medical man that he is either partially or entirely unfit for work.

3364. Then your medical officer is the man who decides the question?—One of our medi officers; because that question is usually deci by the district surgeons who are outside, of wh we have some 11.

3365. *Chairman.*] It has been suggested to that the present state of the law, which preve you assisting the able-bodied, encourages men desert their wives and children, so as to get re for them in that irregular way; do you find t to be the case?—I confess that whenever a s den case of general slackness in trade occurs number of deserted wives increases amazing and in that case we always make a point, as our accommodation admits, to give the deser wives poorhouse relief; and they very often t out their husbands.

3366. But you do not think that the evil such as should induce you to suggest that relief of the able-bodied should be taken disc tionally?—I think that the relief of the at bodied would amount to an extra expense, finitely beyond any expense we are put to fi deserted wives.

3367. Have you experience with regard to action of the sheriff, and do you think that t is a proper tribunal to be continued with reg to the paupers?—No, as things stand at pres it is not; a sheriff at present, when an appli tion is made, grants that application right off u a representation of the applicant; whereas I th that he should not grant any such application til the inspector or his assistants have been he in their own cause. Of course if he once gra the application we must give the relief; and we were to resist the thing, the pauper can pay expenses, and therefore we must pay expenses ourselves, and it is cheaper to give relief than fight the battle. So that the she who probably has no material before him exc the individual's story, which may be true or fa or may be coloured, decides the thing, and have no opportunity of being heard in the mat till afterwards.

3368. Mr. *Anderson.*] But practically, evade that, by offering the poorhouse or giv only small relief?—We try to do so.

3369. Sir *Edward Colebrooke.*] You would take away the sheriff's jurisdiction altogeth would you?—In such cases I would as soon h the Board of Supervision as the sheriff to dec the matter.

3370. You would recommend that the pau should apply to the Board of Supervision inst of to the sheriff?—Yes.

3371. How is he to make his application If he makes his application to the inspector, the inspector refuses him, then the inspec should be obliged to send that application to Board of Supervision, and if they place him the roll let him stand; the man in that case d not require to apply, because the inspector se both the man's application and his own reas for refusal.

3372. The Board of Supervision would be able to hear the party himself, and judge his destitution?—As it stands at present sheriff has no end or object in looking parti larly to the matter, because there is nobody resist before he passes the order for the pa at the representation of him as an individual; board are not heard in their own cause; if the L would permit the board to appear before sheriff gives decision, and thereby increases

expe

nse to us of resisting, I would consider that e a very great improvement.

373. That would satisfy you?—Yes, it would away the greatest objection I have to the iff's present jurisdiction.

374. *Chairman.*] With regard to the present m of inspectors being under the control of Board of Supervision, they are officers of Board of Supervision, as well as of the paro- l board?—Quite so.

375. You cannot appoint them without the roval of the Board of Supervision, or dis- them without the consent of the Board of ervision?—No.

376. Do you think that that works well?— y well; and it would be unfair to an inspec- to place him in another position.

377. Sir *Edward Colebrooke.*] Can the Board Supervision dismiss him without your con- ?—Yes; but we cannot dismiss him without rs.

378. Sir *Robert Anstruther.*] Is it a fact, as ated to me in a letter which I have this ning received from Fife, that the inspectors d as middle men between the ratepayers on one hand, and the pauper on the other?—

379. And that they have the interest of both heir keeping?—Yes.

380. And that upon that account they could k upon the subject, both from a theoretical from a practical point of view?—No doubt t.

381. Sir *Edward Colebrooke.*] Have there n no complaints, on the part of the board, o the working of that system?—I have never d of any complaints.

382. Is the parochial board content with the ent control of the Board of Supervision?—I speak as regards my own opinion; but I can- speak for the opinions of my board, because e is a considerable diversity of opinion.

383. Will you state your own?—I think that present law of removal is very hard; and I ld like that the Board of Supervision, if the of removal is not altered altogether, should e the power of dictating whether a pauper is roper object to be removed or not. It has not t power at present.

384. Mr. *Ellice.*] On appeal by the pauper, n would have the Board of Supervision dic- e?—On appeal by the pauper. If the objec- n is raised, how is the pauper to reach the ard of Supervision? I should say that the in- ctor of the supporting parish should place the cal of the party before the Board of Super- ion as part of his duty. I think, also, that the ard of Supervision might, with great advan- e, be made a party to adjusting the greater part the disputed questions of settlement.

385. *Chairman.*] That would require a re- stitution of the Board of Supervision, I take —Of course it would; and taking the Board Supervision as at present constituted, in my nion there are two members of that board o are practically not members at all, namely, Provost of Glasgow and the Provost of Edin- rgh; their names are there, but they are men o do not work at all.

386. Mr. *Ellice.*] You said that it would in- ve the re-construction of the board; why?— I have properly picked up what was said to s Committee by the legal members, as far as I d it, they seem to say that they have at present as much work as they can set their face to, and that they will not be disposed to take more work upon them. You would, therefore, require to reconstruct the board. If you were to add on a large number to them, it would make it a most unwieldly board; but you might take away the two Provosts and take in two professional men, who could take up those cases.

3387. Do you refer to anything that Sir John M'Neill said in connection with this subject?— I think it was in Mr. Fraser's evidence, as far as I remember.

3388. Supposing that the Board of Supervision were to have any additional power with regard to the question of settlement, in what way would you propose that they should have that power?— I will suppose that at present the greater part of our settlement cases are settled by arbitration, or before a sheriff; in that case our own phople, of course, plead the thing; but if there were an appeal, let the appeal be to the Board of Supervision, and let that be final, always reserving any point of law.

3389. Would it answer, in your opinion, if the power of the Board of Supervision were limited to this; that where there was a disputed case of settlement, the question of allowing either parish to go to law with the other should be subject to the veto, or, on the other hand, to the sanction of the Board of Supervision. Or, to put it in another way: supposing that a parish being primarily liable for the support of a pauper, wishes to seek relief from another parish which it alleges the pauper to belong to, would it be sufficient that the power of prosecuting that other parish should be subject to the veto of the Board of Supervision, and that they should not go to law without the sanction of the Board of Supervision?— That would be an improvement certainly; but I think that if the Board of Supervision were made a court of arbitration altogether for the matter, it would be the most natural court.

3390. That involves a great deal more labour for that board?—No doubt it does, and therefore it would require probably, as I said, an extra one or two legal men added to it.

3391. *Chairman.*] You would not approve of giving the Board of Supervision an absolute veto without hearing the case and having the parties before them?—No.

3392. So that, practically, you would have all the trouble and expense of arguing the case before the Board of Supervision, and you would only give a veto, or permission to go to further law expenses?—I think that the Board of Supervision would be the best parties to settle the question totally.

3393. I suppose that you would make the Board of Supervision a court of arbitration, that the inspector should appear before it, no longer to be employed, and the case to be decided in that way?—I would even allow them to take (not counsel, but) their agents.

3394. And do you think that that would save expense?—I think it would.

3395. But then you would require to get the legal members of the Board of Supervision put on a different footing, paid properly, and made to devote their whole time to the work of the Board of Supervision?—You could easily allot, to certain members of the Board of Supervision, that as their special duty.

3396. At present we have it from Sheriff Fraser, that the sheriffs have already a great deal

Mr. *A. H. M'Lellan* and Mr. *A. M'Laren.*

7 May 1869.

of work to do for which they are not paid at all? —I observe that.

3397. Mr. *Ellice.*] But unless additional duties are put on the Board of Supervision, you consider that, as it stands, it does its work pretty well?—I have nothing to complain of.

3398. *Chairman.*] Except with reference to what you told us about your Act?—Our Act, as Sir John M'Neill said, was a special case.

3399. Sir *Robert Anstruther.*] Have you anything more to state to the Committee?— No; anything more that I would wish to say will come out better in details furnished by the inspector.

3400. *Chairman* (to Mr. *M'Laren*).] Do you agree with Mr. M'Lellan's evidence?—I generally agree with Mr. M'Lellan's evidence in all but the amalgamating of the Glasgow parishes. I consider that it would be an advantage to amalgamate all the Glasgow parishes into one. I think that, at the present time, it is a hardship to the poor to have them divided as they are now; because a man may be living on the one side of the street in one parish, and may remove to the other in the other parish, and then fail to acquire a settlement, though he may have been in Glasgow for 20 years.

3401. Do you mean amalgamation only with reference to settlement, or generally for rateability and for management? — For rateability and management also, I think that a central board, such as our own board, could manage the whole affairs of the poor in Glasgow, but at the present time we have districts, and members se from the various districts, and I think that members belonging to those districts could minister the relief in the districts which they co from, and they might meet as a board and d cuss the matters altogether in the Cen Board.

3402. That is to say, you would have a syst of district committees, with delegates from e committee, constituting the Central Board? Yes.

3403. You think that you could work that e in such a large place as Glasgow?—Yes, I thi it could be wrought.

3404. Economically?—Yes, that is my i pression.

3405. Is there any other point on which y wish to make any observation?—No; in eve thing else that Mr. M'Lellan has said, I cor borate him. I am quite of the same opinion he is, except as to that point.

3406. How many years have you bee member of the board of Barony parish?—Ab five years.

3407. Have you occupied any official positi —I am chairman of the finance committee at present time.

3408. Have you any suggestion that you wo wish to make to the Committee?—No, I th that Mr. M'Lellan has gone into the subject particularly, that my own ideas have been brou out very fully by his evidence.

Tuesday, 11*th May* 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. M'Lagan.
Mr. Miller.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., IN THE CHAIR.

Mr. PETER BEATTIE, called in; and Examined.

Mr. *P. Beattie.* 11 May 1869.

3409. *Chairman.*] You are an Inspector of the Barony parish in Glasgow?—Yes.

3410. How long have you occupied that position?—Twelve years I have been in the Barony parish; I have been 22 years altogether in connection with poor relief.

3411. Where were you before that?—Before that I was in the Canongate parish in Edinburgh.

3412. For how many years?—For six years.

3413. And were you in employment before that as an inspector?—I was in the city parish of Edinburgh before that for four years, I think.

3414. Then you have had 22 years' experience altogether?—Twenty-two years altogether.

3415. What are your duties as an inspector?—They are defined by statute and by a regulation. The duties of an inspector generally are: "First. To preserve and be responsible for all books, writings, accounts, and other documents relating to the management and relief of the poor in the parish or division. (2.) To inquire into and make himself acquainted with the peculiar circumstances of the case of each individual poor person receiving relief from the poor funds. (3.) To keep a register of all such persons, and of the sums paid to them, and of all persons who have applied for and been refused relief, and the grounds of refusal. (4.) To visit and inspect personally, at least twice in the year or oftener, if required by the parochial board or Board of Supervision, at their places of residence, all the poor persons belonging to the parish or division of the parish in receipt of parochial relief; provided that such poor persons be resident within five miles of any part of such parish or division of a parish. (5.) To report to the parochial board, and to the Board of Supervision upon all matters connected with the management of the poor in conformity with the instructions which you may receive from the said boards respectively. (6.) He is to perform such other duties as the said boards may direct," or may enjoin him to do. Those are generally the duties of an inspector.

3416. Have you assistance in your office in the Barony parish?—We have a very large number of assistants. We have, taking both out-door and in-door, about 78 assistants.

3417. Do you distribute the paupers amongst those various assistants, or do you visit them yourself?—I visit myself occasionally, but systematically by subordinates.

3418. You do not visit the whole yourself?—It is impossible to do so.

3419. How do you arrange to take a part of the visitation yourself; do you take a share in a particular district?—No; I do it in an exceptional way, for the purpose of checking the efficiency of the subordinates, without any regular system at all.

3420. When you visit the paupers do you give them an opportunity of making complaints to you if they have any to make?—Yes; and they also have the power of complaining to myself in the office at a certain hour of the day by appeal.

3421. Mr. *Miller.*] Is that every day?—Every day of the week.

3422. *Chairman.*] What has been your experience in the last 12 years in the Barony parish of the state of the poor, taking from the commencement of that period?—The state of the poor has very much improved of late years; I mean that their wants are very much better attended to now than they formerly were. The number of paupers I do not think has at all increased; it has not increased with us in proportion to the increase of the population; but the expense of maintaining them has certainly increased very much of late years.

3423. Sir *Robert Anstruther.*] How long has that improvement in the poor been remarkable; has it been since the operation of this Act, or from what date?—Well, for about four or five years after the Act there was very little apparent improvement, but it is latterly, within the last eight years, I should say, that the progress of improvement (if you can call it progress), the increase of expenditure, has taken place, more especially since the year 1860.

3424. I referred to the remark with reference to the improved condition of the poor; when did that date from?—I mean by the improved condition of the poor, the extent of allowance being greatly increased in that period. I am not so

Mr. *P. Beattie.*

11 May 1869.

certain that the increase of expenditure has benefited the poor to the full amount, but there has been a greater expenditure upon them.

3425. And that in the last eight years particularly?—Particularly in the last eight years.

3426. Mr. *Miller.*] Do you think that that expenditure has not improved the condition of the poor?—I do not think it has.

3427. *Chairman.*] What has that increased expenditure arisen from?—From too open-handed a giving of out-door relief.

3428. What are the allowances that you make?—We average our allowances. Some are very high, some as high as 10 *s.* and 14 *s.* a week, out-door; but our average allowance is about 10 *s.* a month, that is, 2 *s.* 6 *d.* a week; we pay weekly, our month being four weeks.

3429. What were the allowances when you first became inspector?—About 5 *s.* and a fraction a month.

3430. Was that the average, or the highest?—That was the average.

3431. Mr. *Miller.*] That is to say it was 5 *s.*, and it is now 10 *s.*?—It is now 10 *s.*

3432. *Chairman.*] The average is 10 *s.* now?—Yes.

3433. Sir *Robert Anstruther.*] What year was it when you first became inspector in Barony parish?—In 1857.

3434. What year does this answer about the 5 *s.* apply to?—It applies to 1845.

3435. *Chairman.*] I want to confine you at present to the Barony parish, if you please?—That is the Barony parish which I refer to.

3436. You have been only 12 years at the Barony parish?—Yes; I speak not from my own knowledge, but from the information which the books give me of an earlier date.

3437. Then you are speaking entirely now of the Barony parish?—Yes; the average cost in out-door allowance, without including the in-door allowance at all, is 10 *s.* 1⅔ *d.* per head for a month of four weeks.

3438. Sir *Robert Anstruther.*] And your answer of 5 *s.* applied to the month too?—Well, I think it applied not to the month of four weeks, but to the calendar month in that case, making it even less.

3439. *Chairman.*] Has the increase been gradual?—Up till the last two years it was gradual, but the last two years have been exceptional in the amount of relief.

3440. What was the amount two years ago?—The rate has varied very little; this rate has been gradually increased from 5 *s.* to 10 *s.*, by an imperceptible rise.

3441. Now will you give us the total amounts; perhaps you have a tabulated statement there which you can hand in?—I can produce my own accounts for the last 10 years, and a tabulated statement which gives it briefly. Beginning with 1858, the total cost is 37,000 *l.*, giving it in round numbers.

3442. Sir *Robert Anstruther.*] Including in-door and out-door relief?—In-door and out-door. In 1859 the total cost is 36,946 *l.*; in 1860, with a rate of 6 per cent., it is 34,746 *l.*; in 1861, with a rate of 5½ per cent., it is 35,378 *l.*; in 1862 it is 38,710 *l.*, with an 8 per cent. rate; in 1863 it is 39,219 *l.*; in 1864 it is 44,824 *l.*; in 1865, with a rate of 6½ per cent., it is 47,178 *l.*; in 1866 it is 45,844 *l.*; in 1867 it is 47,663 *l.*; in 1868 it is 55,094 *l.*; and for the present year, which is just closed, it will be the same nearly as it was for the last year, the highest that we have ever had.

3443. *Chairman.*] The increase, as I catch the figures, does not seem to be gradual; it seems to be more rapid in the later years?—Yes, within the last three years.

3444. To what do you ascribe that?—I ascribe that to a sort of general stagnation of trade; it is not very easily seen in any particular class of trade, but generally over the whole community there has been a dullness of trade for the last two years.

3445. Have you a proportionate increase of paupers in those years?—Yes; a proportionate increase of applications, rather, I should say.

3446. But is there not a proportionate increase of accepted applications?—Yes; but we have a greater proportion in the increase of applications than we have in the number of those absolutely receiving relief.

3447. Can you state generally whether the increase in the number of paupers has been more rapid than the increase of the population, or less?—I do not think in the case of the Barony parish that the pauperism has increased in the same ratio as the population has; we have increased, however, very largely, and as a matter of course, the increase is in a better class of property which does not harbour pauperism, hence in that particular we may be exceptional.

3448. You mean that though the increase of pauperism has been such as to create this increase of expenditure, the increase of population has been in a greater ratio?—Yes, the increase, both in number and in value; our population in 1851 was 136,000, according to the census: the census for the period before was 106,000, and the census for the last period, 1861, was 176,000, and at the present moment, I calculate, upon the same ratio of increase, and taking the increase of valuation as it has risen in the parish, that we must now have a population of 215,000.

3449. What has been the increase in the valuation?—I can give you that for a number of years from 1851 consecutively; in 1851, the gross value (we do not assess on the gross value) was 408,287 *l.*; the assessable value was 306,394 *l.* and there is a gradual increase up to the year 1868, until the last return shows, as the gross value 857,501 *l.*, more than double the 1851 value, and the assessable value is 687,675 *l.*

3450. What is the per-centage of assessment now as compared with the per-centage in the first period?—It has varied; at present it is 7 per cent.

3451. Sir *Robert Anstruther.*] Is that for 1869?—That is for 1869.

3452. Mr. *Miller.*] Is that per-centage upon the gross?—Upon the net value, the assessable value. Beginning with 1860 it was 6 per cent. in 1861 it was 5½ per cent.; in 1862 it was 8 per cent.; in 1863 it was 7 per cent.; in 1864 it was 7 per cent.; in 1865 it was 6½ per cent.; in 1866 it was 6½ per cent.; in 1867 it was 6 per cent. and in 1868, 7 per cent.; and I calculate that for next year we will require 8 per cent.

3453. Mr. *Anderson.*] Then you are above the average of Scotland?—I think so, a little.

3454. Mr. *Miller.*] What was it last year upon the gross value; your 8 per cent. would be reduced if you took it upon the gross value?—If it was upon the gross value it would take a fifth of the

ıe per-centage; the difference between our gross nd our net is a fifth.

3455. That is to say your assessable value a fifth less than the gross value?—Yes.

3456. Mr. *Crum Ewing.*] Can you give us the umber of paupers in each year?—The total umber of registered paupers relieved during ach year is as follows: Beginning with the year 845, the total number relieved then was 1,972; 1846 the number was 2,366; in 1847 it was ,773; in 1848 it was 4,261; in 1849 (and this worthy of particular mention as an exceptional ear in the town) it was 8,425; in 1850 it was ,498; in 1851 it was 4,195; in 1852 and 1853 I annot give you the total number, but I can only ive you the average numbers for those years; in 852 it was 3,365, and in 1853, 3,743.

3457. *Chairman.*) What do you mean by the verage number?—The number chargeable at one articular time, without getting the total number hargeable during the year. Then for 1854 (reming the same way of putting the statistics, hat is, the number relieved during the year, it as 7,478; in 1855 it was 6,822; in 1856 it was 974; in 1857 it was 7,286; in 1858 it was ; in 1859 it was 6,650; in 1860 it was 288; in 1861 it was 6,601; in 1862 it was ,275; in 1863 it was 7,639; in 1864 it was 915; in 1865 it was 6,892; in 1866 it was ,374; in 1867 it was 8,185; and for 1868 it as 9,866. That does not include in any case ependents.

3458. That includes in-door and out-door?—hat includes in-door and out-door.

3459. Lunatics and sane?—Yes.

3460. Mr. *Miller.*] Will the numbers that you ve given include any number of people twice er?—No; they do not include casual relief as e set it down at all.

3461. *Chairman.*] But if you take the numers through the year, does it not happen that a auper, for instance, is taken on for a month or vo, and is put off, and then comes on again, so hat in that number you may have reduplication?—It is quite true that there are those that go off nd come on, but they are always placed in the me column, so that they are not repeated in he numbers.

3462. Have you the figures for a particular ay, say the 14th day of May?—I have the particulars as taken twelve times in the year; I take he actual number chargeable on the first of every nonth. At the beginning of the year 1863, the otal adult males is 1085, females 3024, the grand otal 4107.

3463. Sir *Robert Anstruther.*] On what day as that?—On the 1st day of January 1863. he dependents of these paupers were, males ,161, females 1,573, a total of 2,734. The total f dependents and adults was 6,841 on one particular day of that month. Then on the 1st of anuary 1864 the male adults were 1,292, the emales were 3,331, and the total 4,623; the dependent males were 1,334, the females 1,686, and he total 3,920, making a grand total of 7,643. hen on the 1st of January 1865, the total of dults was 4,366, the total of dependents was 2,948, nd the grand total 7,317. In 1866 the total of dults was 4,046, of dependents 3,001, making a otal of 7,050. On the 1st of January 1867 the otal of adults was 4,202, the total of dependents ,357, and the grand total 7,562. In 1868 the otal of adults was 4,870, of dependents 4,028, nd the total altogether 8,898. In 1869, that is the present year, the total of adults was 5,019, of dependents 4,043, and the grand total 9,062. That is a very marked increase on the actual numbers chargeable.

3464. *Chairman.*] What was the cause of that exceptional increase?—We think it is an exceptional year in consequence of dulness of trade.

3465. Mr. *Miller.*] Does that month of January give you the average pretty fairly in each year?—Very nearly so.

3466. Mr. *Crum Ewing.*] You mentioned that 1849 was an exceptional year?—Yes.

3467. What was the reason of its being so?—There was a great stagnation of trade, and a great stoppage of banks at that time. It was in 1847 and 1848 that that came, but 1849 it told upon us.

3468. *Chairman.*] Can you give us the number of applications, compared with the number of those relieved?—Yes; the number of applications for this present year up to the present moment, the year being closed all but two days, is 12,066. Going backwards: in 1868 it was 10,639; in 1867 it was 8,399; in 1866 it was 7,913; in 1865 it was 9,982; in 1864 it was 10,575, that was the year of the cotton stoppage, I think; in 1863 it was 9,215; in 1862 it was 8,807; in 1861 it was 7,631; in 1860 it was 6,487; in 1859 it was 7,573; in 1858 it was 6,166; in 1857 it was 4,389; in 1856 it was 6,054; in 1855 it was 6,238; in 1854 it was 6,595; in 1853 it was 6,147; in 1852 it was 5,651; in 1851 it was 5,611; in 1850 it was 5,664, and in 1848-49 it was 10,437; that was still the same exceptional year.

3469. Of those who were refused, how many were offered the poor-house who would not take it?—As a general statement, those offered the poor-house accepted it in the ratio of one to three. (*The Witness handed in various tables,* vide *Appendix.*)

3470. And can you tell us what became of those who were refused relief altogether?—It is not easy to answer that question directly, but we usually offer the poor-house to people that we think are fit to maintain themselves, and the non-acceptance of it we estimate as an indication that we were right in our offer of relief, and they have been forced to maintain themselves.

3471. You do not follow these people, so as to be able to give us any information respecting them?—A great number we know perfectly well by head-mark.

3472. Mr. *Crum Ewing.*] Is that offer of the poor-house made to induce their relations to assist them?—In some cases it is.

3473. Sir *Robert Anstruther.*] You said, did you not, that one took the poor-house for three that refused?—No, one for two that refused.

3474. Mr. *Fordyce.*] What did you mean when you said that you knew those that refused by head-mark?—I did not say that as to all. A great number we do know of those to whom we offer the poor-house, and we have means of knowing their history.

3475. At the time of refusing the offer of the poor-house, had they any visible means of subsistence except begging?—Yes, in cases of vagrancy we would never give anything but the poor-house, and the vagrants are, of course, the very persons who accept it.

3476. In the case of a woman with children refusing the poor-house, can any means be taken

Mr. *P. Beattie.*

11 May 1869.

to prevent their becoming vagrants?—We do not find that those people do become vagrants.

3477. You are aware that there is a great increase in vagrancy?—I am quite aware of that; we know the vagrants pretty well in the towns, because they usually locate with us during the winter.

3478. What becomes of those people who refuse the house?—As I said before, they usually support themselves. Their desire is to get out-door relief to supplement their earnings that they have outside. They are usually people who are earning to some extent, and able to earn to some extent, a maintenance outside, and that is the reason that we tender the workhouse, because we think that what they are able to earn should maintain them.

3479. Mr. *Crum Ewing.*] And they come to you in winter time, getting work in the summer?—Yes, a great number of the vagrants come to us during the winter, and locate with us.

3480. Mr. *M'Lagan.*] I think the chairman of your board stated that you would be guided very much in putting the applicants on the roll by the certificate given by the medical officer?—In all cases we have a medical certificate as to the ability to work, that is to say, whether the person is physically able to work, and that guides the sitting member to some extent.

3481. And then you offer the poor-house after that, as a test?—The poor-house is offered afterwards, the inspector sitting and giving his report in addition to the medical report that you allude to. A good many are persons that are dissolute in their habits, drinkers that squander their money upon drink; we invariably tender the poor-house to them. But, as a rule, the vagrants are always with us in winter; our host of vagrants is always during the winter in our poor-house, and during the summer we know perfectly well where they are by the communications which we receive from the different parishes.

3482. *Chairman.*] Can you give us any statement of the condition of the poor themselves; whether they are, in your opinion, sufficiently well cared for under this increased allowance which you have mentioned?—I think that they are sufficiently well cared for, both inside and outside. My own opinion is that out-door relief is too extensively given.

3483. You think that the poor-house should be more rigidly applied?—I think so, inasmuch as out-door relief has a very bad tendency in the way of creating pauperism instead of curing it.

3484. Have you sufficient room in your poor-house to use it more generally as a test?—No, at present we have not.

3485. Sir *Robert Anstruther.*] Is there not a certain amount of hardship in breaking up homes by the universal system of the poor-house test that you would propose?—If it were rigidly enforced, and entirely enforced, it would inflict great hardship, but judiciously enforced it could be much more extensively enforced than it is now, without any such hardship as you refer to.

3486. *Chairman.*] Have you had any instances in your own knowledge of parties being offered the poor-house, and not accepting it, being induced thereby to make greater exertions, and to become self-supporting members of the community?—Yes, I have, very extensively.

3487. Then, in your opinion, a more rigid application of the poor-house test would improve the condition of the people generally?—I think it would; my own opinion is that the freedom of getting relief now, the ease with which it can be got, is demoralising to the people.

3488. Mr. *Fordyce.*] In what way do you think it is demoralising?—In this way particularly: the families of parties receiving relief get educated into pauperism; they get accustomed to it, constantly coming round them, so that, upon any small difficulty arising, they have no hesitation whatever in seeking relief.

3489. Mr. *Ellice.*] What sort of relief do you refer to?—Out-door relief; that is what I referred to when I spoke of the demoralisation caused.

3490. *Chairman.*] It breeds a habit of leaning upon relief?—Yes; it breeds a habit of leaning upon relief, and deprives them of that self-respect and independence that we used to think we possessed.

3491. Mr. *Miller.*] Looking to that fact, is your own poor-house kept quite full?—We have been full for the last three years, and there has been a movement to increase our accommodation in consequence of that.

3492. So that you cannot apply the test further than you are doing?—We cannot.

3493. Mr. *M'Lagan.*] Is your house full in both wards, male and female?—No; but the proportion of pauperism in the male is much less than in the female; the consequence is, that our house being equally divided, we are sometimes slack in the male ward when we are quite full in the female ward.

3494. Mr. *Fordyce.*] Do you think that your opinion, that the present system of giving out-door relief tends to demoralise the people, is reconcileable with the fact which we have in evidence that the number of paupers is diminishing in Scotland?—The number of paupers may be diminishing, but the number of applications for relief is increasing very rapidly.

3495. Sir *Edward Colebrooke.*] What do you attribute that to, to the improvement of the condition of the poor or better habits of life?—I think it is the demoralising effect of the ease with which relief can be enforced, or tried to be enforced.

3496. I think you said that the present house has been completely full for many years past?—At present it is, or nearly so.

3497. Then you have not the same opportunity as in other parishes of applying it as a test?—At this time we have not to the extent we should require.

3498. Has it ever been under consideration whether the accommodation should be increased?—Yes.

3499. And been discussed at the board?—Yes, it has been discussed at the board.

3500. Has any motion been made in its favour?—It has been committed to sub-committees to arrange about it. There have been several proposals: one was, to disconnect what we call our asylum for the treatment of lunatics from the poor-house, and devote that addition to room to the use of the ordinary paupers. Another was, to build a school for the children separate from the poor-house, and in the same way increase the accommodation for the adult population.

3501. Has it ever gone the length of any recommendation being made to the Board of Supervision?—It has not reached that length yet.

3502. But in the event of your having better accommodation

ommodation, you would no doubt be able to ck that disposition to come on the parish for ief?—We would be able to tender the poor- use with more effect.

3503. Mr. *Crum Ewing.*] I presume there are y few instances of respectable people being ered the test?—We do not apply it in those es as a test at all, but we try to induce many the respectable folks that are in very bad cir- mstances in the way of accommodation to take house.

3504. There is a strong feeling existing among se people, is there not, with regard to the aration of husband and wife in the poor-house, en though they are old persons?—That feeling ists, I think, but it is not often violated.

3505. Do you mean that they are put together the poor-house?—They are not put together, t is to say, they must be in separate wards, t there are very few instances of an old couple ng taken into the poor-house at all, unless it in cases where a party is bed-ridden, as we l it.

3506. Sir *Edward Colebrooke.*] With regard to proposal of building separate accommodation lunatics, was it proposed that there should be eparate ward connected with the poor-house, that you should make application to Gartnavel other asylums?—We have what is called an lum, but it is totally distinct from the other rds of the poor-house; the building is a square e, such as this room, and the one end of the ilding is entirely devoted to lunacy, and what s proposed, was to erect a separate building irely distinct, making it, both as to manage- nt and as to everything else, a separate lum.

3507. As connected with the parish?—Still nected with the parish; not connected with rtnavel at all.

3508. With regard to the cost of maintaining natics, it has been stated that it is considerably wer in the poor-house asylum than in Gart- vel or the public asylums; is that your expe- nce?—We find it so; that is to say, we can ep them ourselves cheaper than Gartnavel es, but that is not the only inducement with which leads us to keep them ourselves; we d that we treat them as well and cure them as ll as Gartnavel does, and we have them entirely der our own control.

3509. And is the lunacy ward sufficiently large enable you to divide them into classes, into the dent and the imbecile, for instance?—Yes; have classified to some extent, but not to the tent that we would desire them to be classified: nce, the desire to erect a better asylum, more conformity with the improvements of the e.

3510. Then, with regard to the school, your ject would be to have the school detached from e rest of the building?—Yes; so that we ght isolate the children from the influences of e adult paupers.

3511. Mr. *Miller.*] It is the vigilance of the ard that keeps down pauperism to the present te in your view?—That is what I think.

3512. But the feeling of independence, in so as you know, is broken up to a large extent? Yes, to a very large extent; that is my ex- ience.

3513. Mr. *Ellice.*] Your remarks with regard the poor-house and out-door relief apply, I esume, to the town parishes with which you are acquainted?—I have had no landward experience; that is to say, I have never been inspector in country parishes; I only speak with reference to the city of Glasgow and the city of Edinburgh.

Mr. *P. Beattie.*

11 May 1869.

3514. Mr. *Fordyce.*] How many married couples have you in the poor-house?—I do not think that there are half-a-dozen, but I can ascertain the exact number.

3515. Mr. *M'Lagan.*] In your experience, do you find pauperism hereditary, that is to say, that the children and the grandchildren will make application for relief when the father or the grandfather has been on the roll before them?—Well, it is hereditary in a sense, but not in the sense of the word as commonly used; that is to say, it is not hereditary in the sense that because I am the son of a pauper I have that in my blood; but it is hereditary in this way, that the children brought up along with the adult paupers see pauperism so constantly before them, that it becomes a part of their existence, as it were.

3516. Mr. *Miller.*] It is hereditary by example?—It is hereditary by example; and hence our object in removing children to the country is to keep them away from these influences.

3517. Mr. *M'Lagan.*] I was going to put the question, do not you think that having children in the poor-house tends to make them paupers?—It does tend generally to that, and also in another way to demoralise them in every respect.

3518. And therefore you approve of boarding out pauper children?—We board out in every case in which we can possibly do it.

3519. Mr. *Miller.*] What class of people do you board them with?—With respectable cotters, farm servants in villages, and with other respectable people; we have often very respectable people taking them; we prefer to put them with a family that is complete, that is to say, where there is a husband to control them.

3520. Mr. *Hamilton.*] Do you find no objection on the part of the parishes that they are sent to?—We have had objections; but that feeling, I think, is dying away considerably under experience of the system; for instance, in Arran we had the opposition of the Duke of Hamilton; the factor of the Duke came and ordered the removal of all the children. We had 30 or 35 there at that time, and we had to take them all away.

3521. Have you any at Lanark?—A large number at Lanark.

3522. Do they object to them there?—No, not to my knowledge; we send to Lanark only the Roman Catholic children.

3523. Sir *Edward Colebrooke.*] To board them with Roman Catholic families?—To board them with Roman Catholic families. There is an institution there (I forget the name of it), and they were desirous to have them in that institution; but we object to any sort of institution; we prefer family influences, leaving them under the religious care of the sisters of mercy and the priest of the district.

3524. Your opinion is favourable to that mode of disposing of the pauper children?—Yes.

3525. Have you personally visited them, and inspected their condition?—Yes, I have.

3526. Is that part of your duty?—It is not part of my duty individually, but I have done so for the purpose of information, and making

Mr. *P. Beattie.*

11 May 1869.

myself acquainted with the circumstances of the children.

3527. Mr. *McLagan.*] Was there any reason given for that summary order for the removal of the children from Arran?—I think there was, if I recollect aright. It is necessary to explain that the children sent to Arran were children in particular circumstances or condition; a large number selected to go there are children that were scrofulous, and hence I think the objection was mainly founded upon this class of people being located in the island after they became self-supporting; the fear of the Duke was that these people would settle in the island, and deteriorate the condition of the population.

3528. Have you had no communication from the parochial board there objecting to the children being sent away?—No, I think not, unless it has come since I went away from Glasgow.

3529. Sir *Edward Colebrooke.*] If a considerable number were sent there, perhaps the objection was owing probably to so many being located in a particular district?—No, they were pretty well spread over the island; there was no objection on that account, as far as I can ascertain. But we had no direct communication with the authorities; they operated upon the tenants by saying you must leave, unless you remove this child.

3530. Have you been able to follow the condition of many of these children as they grow up?—Yes; we have an inspector over them. It is his special duty to attend to the children and to get situations for them, if possible, and we know this, that we are never bothered with them afterwards.

3531. But might not the parish itself be bothered with them?—No; they would come back upon us at once, because we would have an application made to us.

3532. The settlement would be with you, you mean?—Yes; there is only one instance that I know of of a boy coming back to us.

3533. Mr. *M'Lagan.*] What was the age of that boy?—Seventeen.

3534. Did you consider it to be your duty to give aliment to that boy?—Yes.

3535. Was he an able-bodied boy?—No, he broke down in health.

3536. Sir *Edward Colebrooke.*] You have said that only one came back, that is out of many hundreds, I suppose?—That is out of a large number of hundreds. We usually have an average of 390 to 400 constantly chargeable to us.

3537. Has this system been going on many years?—It has been going on all the time of my inspectorship, going on 12 years, and before that.

3538. Mr. *Crum Ewing.*] Have you found many of these belonging to the criminal class?—No, in no instance that I can recollect.

3539. Sir *Edward Colebrooke.*] With regard to the children in your school, have you reason to complain of their state as connected with the poor-house; can you keep them separate from the paupers?—We keep them separate as far as separation can be effected, but it is almost impossible, in a large institution of that kind, to keep them entirely separate, in fact we cannot keep them entirely separate, because they climb over the walls like cats, and the only way is to build a separate institution altogether. But we have a strong objection to the children being trained in the poor-house at all. The only children that we keep there are children belonging to inmates.

3540. Mr. *Anderson.*] Where do you send your scrofulous children now?—To Saltcoats; we have to spread them all over the sea coast. In fact, we have had considerable difficulty in getting places for them.

3541. Mr. *Miller.*] What is the cost of boarding the children out?—The scrofulous children we give a little more to. The average for all is 2 *s.* 6 *d.* a week, and we give them clothing and pay the school fees.

3542. Two-and-sixpence a week, with clothing and education?—Yes.

3543. Sir *Edward Colebrooke.*] With reference to relief; have you many appeals from the decision of the Board to the Board of Supervision?—No, we have not many, taking into consideration the large number of applications that we have, but we have some occasionally.

3544. The rules of the Board of Supervision I suppose, are so well known that you anticipate what they would recommend as the proper amount of the relief?—We understand the Board of Supervision's principle in that particular so well now that we know very closely when we have any case for appeal at all.

3545. But do you think that it would be possible to carry on the system of relief without the check of the Board of Supervision?—I would not be disposed to do so; I do not think that it would be safe.

3546. In which direction do you think that the leaning of the boards would be, to too great strictness or to too great laxity?—They might do very injudicious things, I think. A board, you know, has a peculiar constitution; the difficulty in my mind is this, that if you removed the check and allow the same compulsion upon giving relief to remain, the boards would then be too stringent; they might do rash things and harsh things.

3547. But if the check of the Board of Supervision was removed, it would be necessary still to retain the power of applying to the sheriff?—Well, I think that is a very bad power.

3548. Do you think that at present the power of the sheriff might be taken away?—I think that it might be modified in some shape or other; it ought to be so.

3549. In what direction?—In a direction whereby a party would be able to judge whether the applicant is really an object of relief at all. The sheriff is not in a position to determine that; he is besieged in the morning, perhaps, by 20 or 30 people, who tell their own tale. He must either decide upon what their statement is, or he must refuse them upon no foundation whatever.

3550. Sir *Robert Anstruther.*] He can send for the inspector, cannot he?—He has that power, but practically that is unworkable.

3551. Why?—We do it in this way, to modify the thing to some extent: he sends a note up with the applicants to us, and we answer the note to the best of our ability, stating what is the reason of the refusal; and in that way a good deal of expense is saved, but it is a source of great evil. In short, we never do give a refusal of relief when they apply to the sheriff, and that is because it is far cheaper to put a bad subject on the roll than to fight a bad subject before the sheriff.

3552. Sir *Edward Colebrooke.*] They do not appeal

ly to the sheriff unless they have been refused
ef, do they?—The sheriff is pestered very
ch with applicants who have been offered the
r-house, and who go to say that they have
n refused relief.

3553. But the sheriff does not decide without
ring what the inspector has to say?—
quently he does; it depends upon the temper
the sheriff; sometimes they are very in-
icious.

3554. There must be some power of summary
eal in cases of emergency, must there not?—
would be disposed to leave it upon the Board;
you threw the whole responsibility on the
ard, I would not have the same difficulty.

3555. But in the case of an injudicious act on the
t of the Board, and in a case of urgency, would
not allow any reference to a public magis-
te, for instance?—That is a very difficult sub-
; there might be some modification of it in a
e of that kind; but it ought to be only in
y particular circumstances.

3556. In cases of great urgency?—In cases
great urgency; I do not think that these
es are so likely to arise as to warrant the
tinuance of the power.

3557. Have you any suggestions to make as to
manner in which the power of making appli-
ions to the sheriff might be modified?—It
ght be restricted to a hearing before the sheriff
h the inspector; but that would only apply to
n parishes: for instance, in a country parish, a
nan applies through the post office to the
riff, then, with the inspector living at a distance,
would be impracticable for him to be present;
own view of the matter is, that it would be
ch better to confer the power upon the Board
Supervision.

3558. But the power of the Board of Super-
ion would not apply to cases of urgency?—
s; just in the same way that the power of the
riff does now.

3559. Except that the sheriff is nearer at hand
n the Board of Supervision?—Not any more
n some districts.

3560. Sir *Robert Anstruther.*] What means
uld the Board of Supervision have of finding
the specialities of the case?—They have
pectors, and they can control us; they can in-
t on our being officers responsible to them, and
y can insist on the production of papers.

3561. How is the pauper to get at the Board
Supervision?—Just in the same way as at the
riff.

3562. Mr. *Ellice.*] But the paupers can appear
rsonally before the sheriff?—In a town they
.

3563. And they cannot before the Board of
pervision?—Yes, they could do so in Edin-
gh.

3563*. Mr. *Cameron.*] I suppose it would
ow an enormous amount of extra labour on
Board of Supervision?—No, I do not think

3564. Would it not, if the whole of Scotland
erred these cases to them?—No, I think
.

3565. Sir *Robert Anstruther.*] How is a
per in Fife, for instance, to get at the Board
Supervision?—Just as a pauper in the east
l of Fife must reach the sheriff at Cupar.
e difficulty does not arise in the one case
re than in the other, because in both cases
y are at a distance.

3566. Mr. *Cameron.*] Take Inverness-shire, how is a pauper there to get at the Board of Supervision?—If you have to address by post, it is a matter of little difference what the distance is.

3567. Mr. *Ellice.*] In any one year, in your experience, how many applications have been made to the sheriff, that the sheriff has granted of interim relief?—In the last year we had 245 applications to the sheriff, and of that number 22 only were ordered relief.

3568. The sheriff only ordered relief in 22 cases?—Practically, as I said before, although the order is not written down it is an order in this respect, that rather than fight the 245 cases we only resisted 22 of them.

3569. Mr. *Anderson.*] How do you know what number of applications there are to the sheriff; you only know those that he grants, I suppose?—No; there is a correspondence, as I mentioned before, that always takes place betwixt the sheriff and ourselves.

3570. With every pauper that applies?—I would not make the statement so absolute as that; I think that a great number more apply than there is any written record of in the sheriff's office.

3571. Mr. *Ellice.*] Will you state the course which a pauper takes when he applies?—The pauper applies to me, and I am bound to give a written line of refusal, or else to give relief within 24 hours. If the pauper in my view is not an object of relief, then I give a written line of refusal, with a statement that if he is not satisfied with that written line of refusal he has the power of appealing to the sheriff.

3572. Sir *Robert Anstruther.*] In that refusal do you specify the reason?—Yes, we must specify the reason of refusal in writing on the paper; the pauper then goes to the sheriff, and the usual course is, although not always the same course is followed, for him to write on the back what his own views are, after hearing the story of the applicant.

3573. And after seeing your letter?—After seeing our letter of refusal. Then the pauper comes back and presents it to me again, or to my assistants, and we reconsider the decision; and we either say that we adhere to our refusal, or (which is the rule) the moment we find that he has absolutely gone to the sheriff we give him relief.

3574. Mr. *Ellice.*] In how many cases have you refused it in this last year?—Two hundred and forty-five.

3575. After the pauper has been to the sheriff and returned with the remit to you, in how many cases have you sent them back to the sheriff?—Twenty-two, I think, I stated.

3576. And in those 22 cases, did the sheriff give the pauper his status?—Yes.

3577. He insisted upon it?—Yes, in all except one case.

3578. And you did not show cause?—Yes; we had to fight the cases.

3579. But the sheriff overruled you?—Except in one case.

3580. Sir *Robert Anstruther.*] And the practical effect of the present system, in your opinion, is, that under the operation of the system, when the paupers are once put on the roll, you cannot remove them?—Yes.

3581. Mr. *Crum Ewing.*] But is it not the case that you give a very small amount of relief

Mr. *P. Beattie.*

11 May 1869.

when you think it is not a proper case for relief, so small an amount that it is merely nominal?—We do not do that, because then they may apply to the Board of Supervision, and the Board of Supervision may increase the allowance to the average which they think the paupers should get in the parish.

3582. But do the Board of Supervision consider each particular case, and hear you upon it?—Yes; they have a form of schedule of which the applicant fills up certain columns, and the inspector is bound to write in the opposite compartments his opinion of the case.

3583. Does it frequently happen that the Board of Supervision give an additional aliment to the pauper?—Yes, it does.

3584. Mr. *Miller.*] You said that you preferred giving relief to fighting the case in many instances?—In almost all cases.

3585. Is that owing to the expense of the process before the sheriff?—Yes, entirely.

3586. You have to employ a lawyer?—We have to employ agents, and although we gain our case we pay the expenses.

3587. That is the reason why you give relief in many cases in which you would not otherwise give it?—Yes; and another reason is, that practically our success is of no use, because, if we succeed in the case, and prove that the pauper was not at the time when the case was taken up a proper object of relief, during the interim, he is clever enough to pick up the points of the case and begin a new process, so that our work begins again.

3588. Mr. *Ellice.*] I do not exactly understand why you prefer that the pauper should, in the first place, go to the Board of Supervision instead of to the sheriff, because the one course does not give you more trouble than the other, does it?—It is not the trouble, it is the expense that I refer to.

3589. What is the difference in the expense of the two?—The expense of going to the sheriff amounts to probably in each case 30 *l.* or 35 *l.* In the case of the Board of Supervision, it amounts only to a postage-stamp.

3590. Will you explain how it comes to that amount you mention in the case of this sheriff?—I can produce the accounts of any process as an illustration.

3591. We should like to see how that 35 *l.* is incurred?—If we lose our case we lose our expenses.

3592. But it does not cost you 35 *l.* for the mere process?—Sometimes a good deal more when it is opposed.

3593. Mr. *Crum Ewing.*] Can you put in a specimen of a case?—Yes, I will put in one.

3594. Mr. *Anderson.*] Is it not a small debt case?—No, it is an ordinary case on the roll; the case I refer to has been decided in our favour, and will be a good illustration.

3595. Mr. *Ellice.*] Are you taking an exceptional case?—No, a general case that is fought before the sheriff.

3596. Sir *Edward Colebrooke.*] Are these cases generally taken up by agents, or parties?—Whenever the sheriff grants an order, he remits to an agent to defend the pauper.

3597. And that agent receives his remuneration if he gains the case?—If he gains the case he gets the remuneration from us; if he does not gain the case he gets nothing at all.

3598. Mr. *Miller.*] So that whether you lo or win you lose your money?—Yes.

3599. Sir *Edward Colebrooke.*] The sheriff h not the power of doing more than ordering relie and, in the event of your offering the workhous he would not direct you to give out-door relie —No, because the offer of the poor-house is a te der of relief.

3600. But your difficulty, I presume, is ve much increased owing to your want of accor modation in the workhouse?—Yes, at the prese moment.

3601. If you had proper accommodation y would be able to stop many cases of applicati to the sheriff?—Yes, we could tender the poo house if they would not take it; but sometim there are cases where they might take it and y are not entitled to it.

3602. Mr. *Fordyce.*] Is the power of sendi to the poor-house vested in the inspector, or mu each case be brought before the Poor-house Co mittee?—No, the inspector has the power to se people into the poor-houses, but that power checked in this way, he must report to the Co mittee who may reverse his decision.

3603. Has any case occurred in your parish which a pauper complaining of inadequate reli has been found by the Board of Supervision have a just ground of action?—If you include kinds of applications, I think so.

3604. How many?—Very few, because never allow it to go that length; the first thi that the Board of Supervision does is this, wh a pauper applies to them through appeal, if th think that the allowance is too small, they th send back a note to the board, requesting the r consideration of the case. That the Board alwa considers to be tantamount to the losing of th case, and therefore they raise the aliment rath than allow an order to go out against them. W have had one or two cases where we were a lit stiff, and have resisted.

3605. Mr. *Ellice.*] Have you ever resisted su cessfully?—We have never resisted at all in t sense of fighting.

3606. Sir *Edward Colebrooke.*] In administ ing relief do you give much in kind?—No, we not give in kind at all.

3607. I asked the question with regard to t out-door paupers?—We give in kind to what th call the able-bodied; that does not come exac within the duty of the parochial boards; but sin I have been inspector in Barony parish we h always undertaken the charge of able-bodi poor, that is, workmen able to work, but out employment. We give in kind in those case that money is distributed through my han and is provided by the town and city auth thorities.

3608. To ordinary paupers the relief is variably in money?—In money; we used to gi in kind, but we found that it did not serve t purpose.

3609. In what respect did it not answer?—W found that they sold the food given them, money and for liquor.

3610. Do you find that you run exactly t same risk of abuse when you give relief in ki as when you give it in money?—The risk is j about the same; if a party will abuse the allo ance, it does not matter how you give it, he w find a merchant for it.

3611. What did you give when you gave kind, meal?—Meal and bread, nothing else.

3612. N

312. Not potatoes?—No.

313. How often do the paupers receive their ey?—We pay weekly in the case of about of them, and the others we pay monthly on rate days.

314. So far as you can follow their proceed-, do you think that the money is generally t by them properly on their dependants?— re is a great deal of it spent in a wrong way; n say that in a general sense: in particular s, of course, when it comes under our obser- on, we are bound to report it, and stop it, we find in general that a good deal of it goes quor.

315. Mr. *Anderson.*] Where is the out-door ment made?—We pay in four places, dividing town into four districts; we pay in Park Head, Mary Hill, in Anderston, and then near to end of the Gallowgate.

316. That is to save the out-door paupers from ng too far to come for their relief?—Yes.

317. Mr. *Miller.*] Have you any means of ng the amount per cent. which you would say ent in that way in liquor?—No, I could only t by guess; but I know that the public-houses ounding our districts, on the day of pay, are much advantaged by it, I know that for a ; they know our pay day as well as we do selves.

318. Sir *Edward Colebrooke.*] Will you state number of your out-door paupers?—On the of January 1869, we had on the first roll, that he eastern district of the parish, 349 adults; he second roll, which is nearer to Bridgeton, adults; on the third roll, Calton, 481 adults; he fourth roll, which is Anderston on the west, adults; and on the fifth roll, which is to the th-west, 407 adults. Then on the general kly roll, which embraces all the parish (those ng persons who are supposed to be only on for ew weeks or a month, as the case may be), had 545; then of children boarded out, we 318: we had of parties non-resident, that is, ple belonging to the Barony parish, but living other parishes throughout the country, 140; we had of paupers belonging to other parishes ing in the Barony parish, but paid for by other ishes, 411; then we had 161 whose settlements re undetermined, 34 who were Irish poor; and the poor-house we had 845 adults, and 204 de- ndants; and besides that we had in the asylum, ich is also part of the poor-house, 159 lunatics.

3619. Mr. *Fordyce.*] How many children had u in the poor-house?—Two hundred and four.

3620. Sir *Edward Colebrooke.*] With regard the inmates of your poor-house, I see that in e of the abstracts of the last report of the ard of Supervision, it is stated that there is commodation for 1,460, sanctioned by the ard, and the number of inmates on the 1st July was 1,099?—Keeping in view what I ferred to as to the discrepancy between males d females in the poor-house, you will find that account for it. When I say that we are full, mean that we have no more room for females; e males are always in disproportion to their commodation.

3621. The number in deficiency of the accom- dation is 361?—It is not to that same extent; nce that they have altered our allowance, and e have now only accommodation for 1,360.

3622. Have they altered the proportion between e accommodation for the males and that for the males?—Yes, it applies in both cases.

3623. Mr. *Anderson.*] Have you as much accommodation for males as for females?—The same; the house is equally divided.

3624. But it must have been known quite well that the disproportion existed?—You would suppose so, but they are building all the poor-houses in Scotland on the same principle.

3625. Sir *Edward Colebrooke.*] Could not that be easily redressed by giving a certain number of wards to the females which are now set apart for the males?—It would be difficult to redress it in that way, because that would destroy our classification.

3626. Mr. *Hamilton.*] But the centre door which divides the sexes is moveable, is it not, and might be shifted?—With us it would not do, because we have a square building, with compartments equally divided.

3627. Mr. *Miller.*] Is there any rule obliging them to divide the poor-houses equally?—No, there is no rule; it is only owing to the fact that the architects who designed the buildings know nothing of the requirements.

3628. Mr. *Hamilton.*] Do you not know as a fact that the centre door in poor-houses, which divides the two sexes, can be shifted from one place to another?—In all the poor-houses which I have seen the same defect exists in practice; there may be ways and means of obviating the difficulty, but it is always a bungling thing when they do it.

3629. Mr. *Miller.*] I suppose that that arises from the circumstance that the architect who had the designing of the house conceived that the male paupers would be equal in number to the female paupers?—Yes.

3630. They are under no restriction by the Board of Supervision?—No.

3631. Sir *Edward Colebrooke.*] Any plans have to pass the Board of Supervision, have they not?—Yes.

3632. So that if they wished that the proportion to be different it would be in their power to direct it?—They might do so, but practically the working out of the thing is even more in the hands of the officials than in the hands of the Board of Supervision.

3633. Mr. *Anderson.*] Do you suppose that your experience in the Barony parish is different from the experience of other parishes in that respect?—No.

3634. Then surely it must be very remiss on the part of the Board of Supervision not to have changed the practice in this respect?—I am an official of the Board, and would not put it in that way, but I think that it is an oversight.

3635. Sir *Edward Colebrooke.*]—Can you give the total number of paupers on the out-door list?—3,538.

3636. Does that include children and casuals?—It includes all, excepting those belonging to other parishes, which pay us back for what money we spend on their account.

3637. It costs less administering relief individually to the pauper than bringing him into the house?—It depends upon how you take it.

3638. I mean as regards the actual cost to the parish?—If we were to tender out-door relief to 100 people the whole of the 100 would take it; but if we tender in-door relief to 100, the chance is that only a third will take it.

3639. I am speaking of the actual expense to the parish; looking at it in that way, it costs less

Mr *P. Beattie.*

11 May 1869.

to give the relief individually to the pauper?—It is so; it is cheaper outside.

3640. But you consider that great economy would arise to the parish if you were to offer the house more generally?—Yes; the economy of the thing lies in that.

3641. Sir *Robert Anstruther.*] And you think that it is fair to presume if a pauper refuses the house, that he ought not to get relief at all?—No, not in all cases.

3642. But that is what it comes to, is it not?—Well, I would be disposed to go that length.

3643. Sir *Edward Colebrooke.*] Is there not a great unwillingness on the part of some respectable persons to enter the house?—I have seen great unwillingness on the part of many respectable folks to enter the house.

3644. And if the test of the poor-house were applied rigidly, it would operate with hardship upon some?—I would not wish to see it rigidly enforced, but I should like to see it enforced beyond what it is now.

3645. You think that, for the better administration of the law, it would be necessary to have a larger power of offering the poor-house than you possess at present?—Yes.

3646. Sir *Robert Anstruther.*] You said that the expense of the present system arises from too open a hand; how would you propose practically to modify that expense?—Practically I would give less out-door relief than is given. There are a great number of persons, in my opinion, getting out-door relief that should get no relief at all, and who, if you were to test them by the offer of the poor-house, would support themselves, and support themselves much better than they can with the relief which they are getting.

3647. Mr. *Fordyce.*] Have you not power to offer them the poor-house now?—No; because there is no room to accommodate them.

3648. Mr. *Ellice.*] It lies with yourselves, does it not, to provide that room?—It lies with the Board.

3649. Mr. *Fordyce.*] It is not additional power that you want?—Not additional power, but additional means of accommodation.

3650. The powers which you now possess are sufficient?—I think that the powers are amply sufficient in that respect.

3651. Sir *David Wedderburn.*] Do you think, with regard to the able-bodied poor, that there would be a great increase of expense if you had power to afford them relief in the workhouse?—My experience is, that it would not very materially increase the expense if you restricted the relief to able-bodied to the poor-house.

3652. Mr. *Crum Ewing.*] Have you ever given relief from the parochial boards to able-bodied poor?—Yes; we have. We gave relief to the unemployed in 1858, 1859, 1861, 1862, 1863, and 1864. In the year 1864, the decision of the House of Lords was given, rendering it illegal to continue that relief as from the parochial board. We still continued administering relief in the same way, but it is not now charged to the parochial fund.

3653. The relief now given by you in such cases is entirely from voluntary contributions?—Yes; from money in the possession of the civic authorities.

3654. Not from the funds of the parish?—Not from the funds of the parish; since 1864, that has been so.

3655. Do you think that it would be an advantage if the law should be changed, not so th the able-bodied should have a right to dema relief, but so that the Board should have pow at their own discretion, to give the able-bodi relief?—I am not of opinion that it would be good thing; you cannot, in the case of Glasg for instance, give a discretionary power. Su posing that you get the power which you re to, it would in reality amount to a compulso power. The numbers of those persons are so e tensive and so overwhelming that from the f of riot alone you would be compelled to gi and we have always hitherto been compelled give in that way. Although giving from volu tary contributions, the relief has always be literally forced from us.

3656. Mr. *Anderson.*] I think you said th you would have no objection to the Board havi power to give relief to the able-bodied, provid it was limited to relief in the house?—Yes; b that was not the question which was asked just now; that was whether it was mo costly.

3657. Sir *David Wedderburn.*] I meant to a whether you thought that it would throw a great additional burden on the poor-rates if t Board were entitled to relieve able-bodied pa pers, but were restricted to relieving them in t poor-house?—I answer again, as I have answer already, that it would not increase our cost ve much, because none of them would accept But, if you only gave the power of administeri to the able-bodied under the restriction wh you refer to, I am afraid that it would not wo well, because then you would shut the door voluntary contributions which you have no and you might produce what we always dread Glasgow, irregularity and riot. I believe th we could not keep these people quiet with su a provision as you refer to.

3658. Sir *Edward Colebrooke.*] What is yo opinion of the present state of the Law of Sett ment; do you think that it acts fairly betwe town and country?—My opinion of the Law Settlement is, that it is a method of adjustme of the liabilities of districts, and I think that, far as you take it in that light, it is a fair enou thing; but it is a very cumbrous and troub some arrangement altogether.

3659. Are you speaking of the right to settlement after five years' residence?—I speaking of the whole Law of Settlement ge rally, and especially of the settlement of re dence.

3660 Do you mean that it is cumbrous prove a settlement?—It is exceedingly difficult work; our work in that particular is excessive heavy in correspondence alone.

3661. Where you endeavour to ascertain man's previous settlement, you mean?—Exact

3662. Mr. *Anderson.*] What would you sugg as alterations and improvements?—I wou simplify it, and make only one kind of settleme altogether; and I think that if you restricted to birth alone, it would serve the purp equally well as a method of adjustment betwe parishes.

3663. Sir *Edward Colebrooke.*] Would th relieve the towns in a great measure, do y think?—I do not think that there would be a occasion for relieving the towns; I think that would operate very much as it does at the prese time.

3664. Have you followed the origin of paup

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apply for relief, so as to know what proportion of them have been long settled in Glasgow? ave not statistics of that with me, but I have statistics at home.

55. But that has been a matter of inquiry on part from time to time?—Yes.

56. And what is the result of that inquiry; a large number of them been long settled in own?—There are a good number, of course, have been long settled in the town that not born in the town; but that applies in rections, of course; and I think that, in the , a birth-settlement would keep things very as they are at present in the way of tment, and would save us a great deal of ar.

67. Mr. *Crum Ewing.*] Do you think that uld work hardly upon some of the Highland hes which send the working classes to large s if the parishes of their birth were conred the parishes of their settlement?—I do hink that it would alter the balance to an ciable extent.

68. Mr. *Hamilton.*] You think that as many e are born in the towns, and go to the try in search of work, as are born in the try and go to the towns in search of work? hink that the natural distribution by work adjustment of the matter.

69. In fact, you think that as many people the town to seek work in the country as the country to seek work in the town?—is the fact.

70. Mr. *Anderson.*] It must involve more le to find out a birth settlement than to find residential one, must it not?—Not now, se registration is so very complete, that in y few years it will be infallible.

71. Sir *Edward Colebrooke.*] With regard e Law of Settlement, if a person acquires a ement by five years' residence, he may lose it siding for three or more years in another h; is not that the case?—As the law stands now, if a person acquires a settlement by ence for five years, he can lose it if he is than four years out of the parish; if he is years and a day out of the parish in which esidence was acquired, then that settlement rfeited for ever; it never does revive, and he back, then, upon his birth settlement, if a h settlement he has. The provision of the ute runs something in this way: that if in subsequent five years the individual has red one year continuously in the parish, he ins his settlement; and it is held in conction that that means, if a person has been years and a day out of it, he cannot physiy have had a year's residence in it during the five years.

672. But if he resided five years in another sh he would acquire a new settlement?—He have lost the first settlement before he acres another.

673. In that intermediate time he falls back n his birth settlement?—He always has a lement of one kind or another; if he has lost residence settlement then his birth settlement ves.

674. Sir *Robert Anstruther.*] After being r years and a day away from his first parish settlement in it would lapse, and it only res 364 more days to give him a new settlent in another parish?—Yes.

675. That is assuming that he has been all that time in only one parish?—Yes, then he gains a settlement in the next five years in another parish and that obliterates the former settlement.

3676. But he may have been in four different parishes in the four years during which he has been absent from the first parish?—That is a very common case.

3677. Sir *Edward Colebrooke.*] Do many working people in Glasgow lose their settlements by moving from one parish to another?—There are a great many in Glasgow that never do acquire a settlement in consequence of moving from one parish to another.

3678. In that case they fall back upon their settlement of birth?—Yes.

3679. Have you known cases of hardship arise from the removal of paupers?—You speak as to the power of removal; that is one of the harshest parts of our law; we have daily experience that it is a very harsh part of the law indeed.

3680. How would you remedy it?—I would take it away altogether.

3681. Still giving the pauper the right of relief in the place where the distress arises?—Yes.

3682. That might be done without altering the law of settlement?—It would not affect the law of settlement at all; it is only the power of removal.

3683. Mr. *Anderson.*] The one parish would just demand the money to pay the other?—Yes.

3684. Mr. *Hamilton.*] Would not your labour be just as much lightened by taking one year's residence for a settlement?—Wherever you have residence you have all the nice questions of adjustment arising. It does not matter to what extent you take residence; the moment you take residence you are involved in all the difficulties connected with the settlement by residence itself.

3685. But would not a settlement by one year's residence be much more easily ascertained than a settlement under the existing system?—I think that it would be aggravated, because the thing would then get more minute and nice.

3686. You would only have to trace the man's residence during the last year?—Well, the residences of these people are so various.

3687. Do they change often in one year?—Very often.

3688. Then it would be as difficult to find a man's birth settlement if he is constantly changing?—Not now; with our registration system, in the course of 20 years the thing would be complete.

3689. Mr. *Cameron.*] Did you say that there are not more people, in your opinion, who are born in the Highland parishes and go south in search of employment than there are people who are born in the large towns and go north in search of employment?—I think that if you put the towns against the landward parishes, you will find they will be pretty nearly balanced. I think there are more that live in the towns (not the large towns), in the suburbs, and round about them, that work in the country, than there are people coming from the country into the neighbourhood of the towns.

3690. But are there many cases where young men being born in towns might go north into country parishes, work there for most of their lives, and then fall back on a birth settlement in the

Mr. *P. Beattie.*

11 May 1869.

the towns where they were born?—There might be cases of that kind.

3691. There are not many cases of that emigration from the country to the town; I am alluding to the Highland parishes particularly?—I think that the Highland parishes could not suffer very much by a birth settlement, because the births have some proportion to the population; in a small population there are fewer births.

3692. Mr. *Anderson.*] Would you not have a difficulty with Irish and English paupers?—Yes.

3693. Would not that difficulty be greater if you had only a birth settlement?—It would only throw the pauperism of Ireland upon itself.

3694. And is the registration so complete there that you could identify the parish?—I would never propose any claim on Ireland; it is no use.

3695. Sir *Robert Anstruther.*] They would not pay it?—No.

3696. Sir *Edward Colebrooke.*] Do you think it just that if a person has been working in a parish he should not have a claim on that parish, but should be sent back to the parish of his birth?—I think in the matter of justice the question scarcely arises, because, as far as the pauper is concerned, it is immaterial to him where he gets relief.

3697. I am speaking with regard to the parishes?—With regard to the parishes, I think that the present law of settlement is a pretty fair rough-and-round way of adjusting the liability among us; I would not like to disturb the adjustment as it stands, but I think that a birth settlement would make the adjustment very nearly what it is now.

3698. That, in fact, there is as much flow of population into the country as there is into the towns?—Not so much, of course.

3699. It was reported by the Poor Law Commission of 1844 that the result of their inquiry was that most of the poor who came for relief had been long resident in the towns, and that it was an error to suppose that people came into the towns when they were old and claimed relief, and relieved the country parishes in that way; is that consistent with your experience?—There are, of course, a great number of parties that apply for relief who have been long in the towns; but it is also consistent with my experience that a great number of persons who have lived the best of their days in the country come into the towns because they have been pushed out of the country, and have no house to accommodate them, and they try to acquire a settlement in the towns.

3700. I understand that your objection to the law of settlement is chiefly that it leads to a great deal of what you think unnecessary trouble and expense with regard to settlement; and, secondly, that you think it unnecessary, because the same results would be attained by a mere birth settlement?—That is what I think; I do not object to it, because there is a hardship on either side. I think that, as nearly as it can possibly do, it gives a just division of the liability among the parishes.

3701. In speaking of the expense, it is not so much the litigation between the parishes as the trouble the officials are put to that you refer to?—It originally carried heavy litigation in consequence of the many nice points that arose, but those now are very much restricted.

3702. It has been suggested that it would be desirable to refer these cases to the Board of S vision; do you think that it would be an advant —I think it is very desirable to get one auth for our decisions. It might be too heavy fo Board of Supervision; I do not know that if they could undertake it, it would be very more desirable than the system of litigating.

3703. There are many conflicting decision the sheriffs, I suppose?—Yes, and also conflic decisions by the Court of Session itself.

3704. Do these cases mostly go to the of Session?—Yes, they do, in consequence o fact that you require to call two parishes in cases, and it very rarely happens that the parishes are in one county: the consequenc that you have to go to the Court of Session.

3705. Are the conflicting decisions conflicti the form of reversing former decisions?—Ye

3706. Then the last decision is considered law for the time?—Yes; until some insp overturns it again on some nice point.

3707. That is to say, persuades the Cou Session to overturn it?—They have dec points repeatedly, and reversed them in tw three cases.

3708. Mr. *Anderson.*] You say that t would be no use in having any claim on Irel would you explain how you deal with paupers now as regards settlement?—As reg settlement, they can acquire a settlement by dence in the same way as a Scotchman can.

3709. But what do you do when you t that they have no residence settlement with and that their claim rests on Ireland?—I think they are able to be removed, we ren them to the union in Ireland to which belong.

3710. Are they sent back in any case Sometimes they come back in the same with the man who took them over.

3711. But in a general way I suppose that parish you send them to supports them?— they are bound to take them off our hands u a penalty.

3712. Would it not be equally satisfactory you to have a power of claiming the money that parish?—It certainly would be the thing, if Parliament would concede us the po of claiming upon Ireland.

3713. Sir *Edward Colebrooke.*] Have you sidered whether the law of settlement coul abolished altogether?—Yes; and I do not th that you could do without a settlement of s kind or other; it would not be possible think.

3714. It would lead to abuses, you think?— would lead to abuses in the administration relief, I think. If it was possible to do with it, certainly it would be the best thing that co happen; but I do not see how you could wel without some kind of settlement.

3715. With reference to the administration relief, what is your opinion of the area of mana ment: you, for instance, work a very la parish; is it not too much for your supervis and do you not think that it could be divi with advantage, or do you think that poss other parishes could be thrown in with it?—I very large. If you keep the law as it stand the present moment, it is too large; but if make any alteration in the matter of settlem and simplify settlement, I think it is desirabl have an adjustment at all events of parishes,

u might undertake to manage more than you at present.

3716. To unite two parishes together?—Yes.

3717. It is not the size, then, of the parish at is in itself a difficulty with regard to administration?—Well, size is an element in our consideration, too; it is numbers, however, that we ve more to contend with.

3718. You would not like to see any of the her parishes of Glasgow united with the arony?—Not as things exist; if you keep the w generally as it stands, and only unite some the parishes in Glasgow, or the parishes of y of the other large towns, I think that it would a wrong thing; it would be an unworkable ing, in the first place, and it would also inflict wrong. It would go through the adjustment; at settlement is already among us, and would fairly burden Glasgow; it would be at the pense of Glasgow and to the favour of the ndward parishes.

3719. Mr. *Miller.*] What do you mean by ying that it would be unworkable; do you ean from the extent?—Yes; and in consequence of the law of settlement remaining as complicated as it is, we would not be able to dertake it.

3720. Mr. *Anderson.*] You mean that paupers ould too easily get a settlement in Glasgow?—es; that is to say, that they would get a settlement more easily in Glasgow than they would t one elsewhere.

3721. Mr. *Hamilton.*] Then your objection to one year's residence settlement would be to a rtain extent removed, would it not, because orkmen do not move about so much from one wn to another as they do from one parish to nother in the same town?—I see a difficulty in residence settlement at all.

3722. Do you think that men often change om Edinburgh to Glasgow, and Glasgow to reenock, for instance?—Yes, the majority of ur people are constantly knocking about; there e a large number, of course, of residenters in a lace.

3723. Do you think that if the parishes were hrown together there would be any difficulty in scertaining whether a man had a settlement by ne year's residence?—You would still have difficulty; of course it would simplify it very uch to have only one year's residence, but not o the extent that I would like to see it simplified.

3724. Sir *Edward Colebrooke.*] If the area of anagement were made very large, do you think hat it would still be administered with the same esponsibility and efficiency as a smaller division?—In pauperism numbers are a very dangerous hing; every case has to be gone into individually, nd the more you increase the number, of course he difficulties become greater.

3725. The pressure on the officials might be oo great, you think?—The pressure of time upon man may necessitate a careless investigation f the case; we find that operate upon ourelves.

3726. How many assistants have you?—We ave 78 in the whole; but we have nine inpectors, that is to say, men whose duty it is to isit the poor.

3727. Mr. *Crum Ewing.*] What do these 78 ssistants do?—That number of course includes he poorhouse management, every person emloyed in the administration of relief.

3728. Sir *Edward Colebrooke.*] With reference to the nine inspectors, do they each take a district?—They each take a district; the applications are divided among them: in the morning, each has his schedule, and he must visit his applicants in the day.

3729. And you take the general superintendence?—Yes.

3730. You cannot, of course, see into every case?—No, it is physically impossible.

3731. You are applied to in a case of difficulty, perhaps?—No, I take the general superintendence of each individual's work.

3732. And do they report to you their work every day?—Yes, the whole of it passes through my fingers.

3733. And can applicants for relief make application to you every day at a fixed time?—The door is always open from nine in the morning till eight in the evening, and they can apply during the day at any time.

3734. How do they apply to the Board?—We have an official who sits in a particular room of the house, to which there is attached a large hall, and the people all meet there, and each one in turn makes a written or verbal application.

3735. At any time of the day?—At any time of the day, or at any time of the night.

3736. Does a member of the Board remain there the whole day?—A member of the Board sits each day, from 10 o'clock or 11 o'clock, for about three hours a day.

3737. Is your experience in poor law management confined to city parishes?—It is entirely confined to city parishes.

3738. Mr. *Miller.*] Are you able to state the per-centage of the cost of management upon your whole expenditure?—I do not think that it comes to more than 10 per cent.; about 10 per cent., I think.

3739. Sir *Edward Colebrooke.*] You have no suggestion to make to the Committee as to an alteration of the present system of management with a view to its efficiency or economy?—Of course, if you were uniting some of the parishes together, it would simplify the matter a good deal, but I do not think that it would make much difference in the cost of management.

3740. It would only be in the case of country parishes that it would make a difference?—Either in country parishes or in town I do not think it would make much difference; suppose that you were to join the whole town of Glasgow, your management would not be much less in proportion.

3741. Mr. *Cameron.*] It would simplify your labour connected with cases of settlement very much?—Yes; it would simplify our labour very much, and enable us to devote ourselves to our proper work, that is to looking after the poor.

3742. Mr. *Ellice.*] What proportion do you think of those relieved in Glasgow have a birth settlement in Glasgow?—I could scarcely venture an opinion upon that without data.

3743. Would a large proportion of them have a birth settlement?—A large proportion would have a birth settlement.

3744. As many as half?—More; I think that a birth settlement would make very little difference on the amount of chargeability in Glasgow as it at present stands; I do not think that the variations would be much.

3745. Mr. *Anderson.*] Then the importation of Irish pauperism is not really a serious thing?—They form the bulk in our applications, and with a birth

Mr *P. Beattie.*

11 May 1869.

a birth settlement there would be a considerable number that would be disfranchised or would lose their settlement altogether, having been born in Ireland, but there is no cure for that except to have a claim on Ireland, or to remove them as under the present system.

3746. Mr. *Cameron.*] Do you think that a five years' settlement once acquired should be lost without the man acquiring another one?—If any change were made in the law of settlement, it might be provided that the settlement should, as under the old law, remain in force until a new one obliterated it; but that would also lead to a great number of questions.

3747. What is your own opinion on that?—My own opinion is that you do better without a residence settlement at all if you can avoid it.

3748. But what is your opinion about making a five years' settlement once acquired always to exist?—That would be a benefit to the Irish who have no birth settlement; at present an Irishman may gain a settlement and forfeit it again, and go off. It would be of some benefit to the Irish, but would make very little difference to the natives of the country.

3749. Would it not prevent a great deal of unnecessary correspondence?—I do not think it; the difficulty which we felt under the old law, when a settlement once gained was retained until another one was gained, was this: the settlement was so remote in many cases that it was very difficult to ascertain. For instance, a man said that he was living for three years in a parish of Glasgow 20 years ago; the difficulty of ascertaining the correctness of that proved the great difficulty, and that difficulty would arise under the change which you propose.

3750. So that you are not in favour of it?—I am not in favour of it for that reason.

3751. Sir *Edward Colebrooke.*] Will you explain on what principle medical relief is administered?—We have 11 surgeons altogether; each has a district, and each is paid a certain amount of salary for his work. The medicines are dispensed from a dispensary.

3752. Mr. *Anderson.*] Are they all paid the same salary?—Yes, with one exception.

3753. £.50 being the salary?—£.55. Formerly they used to be paid 40 *l.* for their attendance, and also for the supply of medicines, but that was found to be a very bad arrangement; in fact, the medicines were no medicines at all—the allowance was so little that they could not afford to give them—and latterly, the parochial board erected dispensaries where we dispense our own medicine. That is our system.

3754. It is a salary of 55 *l.*, without having to give medicines now?—Yes.

3755. Mr. *Elliee.*] The fact is now that the surgeon can procure what medicine he likes?—He gives a recipe to the applicant, and he presents it at the dispensary and gets what he wants.

3756. You found the system which included the supply of medicine in the salary not to be a satisfactory one?—It was a farce; it pretended to give medical relief, and it was no medical relief at all.

3757. Sir *Edward Colebrooke.*] Is medical relief given to others than those who are on the poor's roll?—Yes.

3758. In the case of sudden sickness?—Yes, in the case of emergencies, and in the case of sudden sickness, where a family may be thrown down unexpectedly.

3759. The medical officer has the power of giving relief without application to the inspector or to the Board, has he not?—No; he has a general power on an emergency to give relief but only in urgent cases.

3760. As a rule, he receives his direction from you, or from a member of the Board?—Yes.

3761. From either or both?—From either, but more generally from myself.

3762. Mr. *Crum Ewing.*] He could not systematically give medical relief or medicines without an order from you?—No. The system we have in giving medical relief where no other kind of relief is asked, is this: we give a line restricting it to a period; that is, a person applies, and we say, "Allow this person to be medically treated for two weeks, and then report," and if there is any necessity for continuance we repeat the line.

3763. Does the medical officer ever order better food as well as medicine for a sick person?—He can give what we call nutritious diet; that means steak, and wines, brandies, spirits, and all those things.

3764. Does he report to you or to one of your assistants for you to provide the materials?—No, he gives an order upon different shops in his district to supply the materials, and these orders then come back to me and are paid.

3765. Mr. *Miller.*] Have you a dispensary for each doctor?—No; a general dispensary for the east end. We have no dispensary in the west end, but we employ druggists for the surgeons to give the order upon.

3766. Mr. *Anderson.*] Can you state the cost of your dispensary?—The issue of cordials, &c. and medicines at the dispensary was last year 174 *l.* 4 *s.* 8 *d.* at all our dispensaries; the whole including salaries to the medical doctors, was 1,958 *l.* 17 *s.* 3 *d.*

3767. In round numbers, 2,000 *l.* a-year for medicine and medical attendance?—Yes.

3768. Mr. *Miller.*] Is that independent of the allowance from Government?—That is independent of the allowance from Government.

3769. Have you any recollection of what share of that falls to you?—Last year it was 444 *l.* 6 *s.* 3 *d.*; of course that applies to the year before.

3770. Mr. *Crum Ewing.*] Is that entirely for medicines?—Medicines and medical relief; it is about a third that we get back from Government.

3771. Sir *Edward Colebrooke.*] These medicines are dispensed from your dispensary?—From our dispensary, and from other druggists in different parts of the districts.

3772. Mr. *Hamilton.*] I did not quite understand from the chairman of your Board whether the control that the Board of Supervision has over the principal medical officer extends to the others?—No; the Board of Supervision has no control over the appointment of our medical officers, or the dismissal of them either; the Board of Lunacy has a control over the appointment of the principal medical officer.

3773. But the Board of Supervision have no control over the principal medical officer, have they not?—They have never exercised that control, and I do not think that they possess it.

3774. Mr. *Fordyce.*] Do you think that

wou

ould be desirable to make the medical man an ficer of the Board of Supervision, like the spector?—I think it would be a very desirable rangement, it would make him a more inde-ndent officer than he is at present.

3775. Are any of your medical men inspectors nder the Public Health Act?—Not inspectors; ey are medical inspectors.

3776. Not inspectors under the Public Health ct?—No.

3777. Mr. *Crum Ewing.*] What do you mean y medical inspectors?—That is to say, we have n inspector who is not a medical man, who goes ound the district to inspect, but we have medi-l men who report upon the district, if called pon to do so.

3778. Mr. *Miller.*] Do you mean medical men nployed to see whether your own medical men e doing right?—No; to see whether any nui-nce complained of by the inspector is really a uisance in a medical sense.

3779. Sir *Edward Colebrooke.*] You stated an pinion adverse to increasing the area of manage-ent very largely; I presume that your opinion ould be averse to anything like having a na-onal management, and a national rate?—I do ot see how that could possibly be. I do not ink that it would work at all; it would lead great extravagance in the administration f relief if you allowed local boards to admi-ister it.

3780. You think that they would not act with e same responsibility then?—No, they would ot; there would be no check for economical anagement at all.

3781. Do you collect the rates?—No, we have collector who collects the rates.

3782. Mr. *Miller.*] Have you any difficulty in ollecting the small rates, the rates, I mean, upon w rented houses?—Well, the rates of the nall rented houses, of course, are always a little ifficult of collection, but we cannot say that we ave any particular difficulty in it.

3783. What per-centage would your arrears n the rates amount to?—I can give you the ar-ears for last year, which will give you a general nowledge of the thing; the arrears of last year ere 1,877 *l.* 17 *s.* 6½ *d.*

3784. On what?—On about 46,000 *l.*

3785. And what class of houses would the rrears be upon?—It involves all classes of ouses.

3786. So that the smaller houses are not worse han the higher?—No; in proportion they pay s well as the others.

3787. Sir *Edward Colebrooke.*] These are not rrecoverable rates, are they?—No; of that sum here was 859 *l.* 8 *s.* 1 *d.* that was considered irre-overable; that is the total in a 46,000 *l.* assess-ent of irrecoverable rates.

3788. Does that amount cover many different sized houses?—Yes, it does; there is a class of house about 10 *l.*, that is about the worst to get the rates from.

3789. Worse than one of 5 *l.*?—Yes, worse han one of 4 *l.* rent.

3790. Mr. *Miller.*] Do you go below the 4 *l.*?—We assess everybody.

3791. Sir *Robert Anstruther.*] What is the reason of the 10 *l.* houses being worse than the 4 *l.* ones in regard to rates?—The reason of that is that a great number of widows taking houses of a rent of that kind for the purpose of keeping lodgings are unable to pay; we have more appeals in that way from that class than almost any other. It is a very difficult class to manage.

3792. I think we had it in evidence that you often remit part of the rate in those cases?—We do so.

3793. Sir *Edward Colebrooke.*] You would not be favourable to any remission below any figures, say 4 *l.* or 5 *l.*?—No.

3794. As a rule, the experience of your parish has led to the enforcing of the rate uniformly?—I think it is very desirable to retain in the hands of the Board still that power of assessing and levying from all classes of houses, especially the lower class; for this reason, that it brings the parochial board, and the members of the parochial board, in contact with a class of people who are just immediately above pauperism, and enables them better to judge of the habits and condition of the people whose cases they have to determine.

3795. The expense of collecting these small rates, I presume, is very considerable?—I can tell you the exact cost to us last year; it only cost us 22 *l.* to collect the whole of these arrears.

3796. Mr. *Miller.*] Do you think that assessing those very low rented houses operates in the minds of the occupiers to the effect that it gives them a right to come upon the Board for relief?—Well, generally speaking, that is an opinion that does prevail to some extent.

3797. Do you think that it is a correct opinion?—Of course it is not a correct opinion.

3798. Your experience, as I understand it, is rather against it?—Yes.

3799. Sir *Edward Colebrooke.*] Have you any suggestion to make, with regard to the system, on points which have not been touched upon in your examination?—I think that you have taken most of the points that have occurred to myself. There is one piece of information that was asked for and was not got, namely, the number of 4 *l.* houses; that question was asked by some gentleman at the last meeting of the Committee; I can state that the number of houses at and under 4 *l.* that pay rates is 10,624 in the Barony parish.

3800. Mr. *Miller.*] With regard to the question of proxies; I do not know whether it affects you?—I have had a good deal of experience in that.

3801. Have you any difficulty in that respect?—We had the question before our board. Formerly we were what is called a landward parish, and now we are what is styled a burghal parish, and the cause of our being now a burghal parish is just the objection that the parochial board had to the use of proxies in a parish constituted as we were then.

3802. Previous to this change, you had a general complaint of the proxies?—It was a universal complaint in all the parishes with which I was connected, both in Canongate and also in Govan, with which last I had a year's connection, and the same difficulty existed in all these parishes from an abuse of proxies.

3803. Mr. *Crum Ewing.*] You think that proxies should be done away with?—No; but I think that there are parishes in which they are inapplicable altogether; for instance, in a parish like the Barony parish, or the Liff and Benvie parishes, or the Abbey parish of Paisley, or Saint Cuthbert's especially; the difficulty has occurred in Saint Cuthbert's in my own experience frequently.

3804. Mr. *Miller.*] Were you in that parish?—I am

Mr. *P.* *Beattie.*

11 May 1869.

I am a small proprietor in the parish; but you would do wrong to do away with proxies altogether; there are circumstances in parishes in which they would be very useful.

3805. What would you suggest to remedy the evil?—I think that you might take the Barony experience as a very good one; it might be improved, but certainly it is immensely better than the old system of proxy voting.

3806. Mr. *Hamilton.*] Have you found any difficulty in keeping up discipline in your house owing to the power which paupers have of leaving it?—Well, there is a great difficulty from that power of leaving in 24 hours, and it is chiefly among the class where discipline is needed that that occurs, because those people who are considered bad characters do not get the same liberty as the others do, but they enforce it by that method of giving twenty-four hours' notice and coming back the next day.

3807. Mr. *Miller.*] So that they get the liberty in spite of anything you do?—They get the liberty in spite of all our efforts, and of course that interferes with our discipline.

3808. Mr. *Hamilton.*] They transgress your rules, and when you try to punish them for it, they leave your poorhouse?—Yes.

3809. Mr. *Miller.*] What do they do while they are out of the house?—Judging from the state in which they come back to us, I suppose they must have been on the spree.

3810. Mr. *Fordyce.*] Have you many cases of that sort?—Yes, it is a great grievance.

3811. Have you any remedy to propose?—It is not easy devising a remedy for it.

3812. Mr. *Miller.*] They must have money to enable them to remain out?—They have money; they take away the poorhouse clothes and sell them.

3813. Mr. *Armitstead.*] Is there not punishment for that?—There is punishment for it, but it is difficult to convict them, and it is scarcely any punishment to send them to gaol.

3814. Sir *Robert Anstruther.*] They are as well off there, I suppose, as in the poorhouse?—They tell us that they prefer the gaol to the poorhouse.

3815. Mr. *Hamilton.*] You cannot suggest any remedy?—I could suggest a remedy, but you never succeed well with repressive measures.

3816. Mr. *Armitstead.*] Will you tell us what you have to suggest on the subject?—I would suggest that, in cases where it is aggravated and a man is known to be a defaulter in that way, they should have the power of refusing to allow him to get away at all; but then, you know, that can be defeated, because they will go over the wall.

3817. Mr. *Miller.*] In short, according to that you would make some part of the poor-house a gaol?—Yes, which is against all expediency.

3818. Mr. *Anderson.*] Do you consider the present mode of levying the assessment the best that could be adopted?—Upon the principle of rental? Yes, I think it is the safest plan; I do not think that you could improve it.

3819. I have a letter here from a Glasgow shopkeeper, complaining bitterly that it comes unduly upon those that have shops; what is your opinion of that?—You get complaints from all ratepayers of different kinds that the incidence of taxation comes against them, but I do not think that it comes against the shopkeeper more than any other class.

3820. No more than against a merchant who has not a shop?—No, I do not think it does; taking it as a rough and round measurement, is about as near the thing as you can get.

Friday, 4th June 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Loch.
Lord Advocate.
Mr. Mackintosh.
Mr. M'Lagan.
Mr. Miller.
Sir Graham Montgomery.
Mr. Arthur Peel.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

The Rev. James Cameron Lees, was called in; and Examined.

Rev. *J. C. Lees.*
4 June 1869.

3821. Mr. *Crum Ewing.*] You are the Minister of the first charge in the Abbey parish at Paisley?—Yes.

3822. And you have been for some time a member of the parochial board of the Abbey parish?—Between nine and ten years.

3823. And you are now chairman of it?—Yes, I have been so for nearly three years.

3824. Previously to that, had you some experience on the relief committee?—Yes; I was for three years chairman of the relief committee of our board.

3825. The relief committee has the administration of the funds?—Yes; it takes the whole charge of giving relief to the poor.

3826. That is a committee, is it not, which was formed in Paisley for the purpose of distributing funds, which were subscribed by charitable individuals during the time of the distress?—No; our board works through committees. We have a relief committee and a finance, and law committee; the relief committee is that which distributes relief in the name of the parochial board.

3827. The Abbey parish is partly landward and partly burghal, is it not?—It is.

3828. What is the population?—The population is 29,687.

3829. And that within the burgh is what?—About 53½ per cent; 15,875 within the burgh.

3830. What is the rental of the parish?—About £. 100,000.

3831. And how much of that is allocated for assessment?—£. 6,800; 85,541 *l.* is the valuation of the parish after deductions, and the assessment that we allocate is 6,800 *l.*

3832. What is the rate upon the landlord?—Eleven pence upon the landlord, and 1 *s.* 2½ *d.* upon the tenant.

3833. What is the expense of the management?—It is over 1,000 *l.* for the last year, about one-sixth of the assessment.

3834. What is the average daily number of your in-door poor?—The daily number of in-door poor during last year was, on the average, 290.

3835. And what is the amount that was expended on them?—£. 3,968 6 *s.* 4 *d.* during 1868.

3836. Which gives an average of how much?—£. 13. 13 *s.* 8 *d.* per annum per head, and 5 *s.* 3 *d.* per week.

3837. What is the average daily number of registered out-door poor?—Four hundred and forty-two during 1868.

3838. And the amount expended on them?—£. 3,064. 13 *s.* 3 *d.*

3839. Which gives per head how much?—Per head, 6 *l.* 14 *s.* 1¾ *d.*

3840. That is about one-half of the expense of the in-door poor?—Yes.

3841. What is the number of your casual poor?—Six hundred and thirteen, during 1868.

3842. That includes dependants?—Yes.

3843. And what was the expenditure on them?—The expenditure on them was 304 *l.* during 1868.

3844. Mr. *Miller.*] Is the 600 you mention the number of cases or of persons?—The number of persons.

3845. Mr. *Crum Ewing.*] That is about 10 *s.* a head?—Yes.

3846. Is the number of your paupers increasing?—No; it has been pretty nearly stationary; I have the figures from 1860 here, and it has been pretty nearly stationary since that time.

3847. While there has been no increase of pauperism, the increase in the expenditure, or rather in the cost of management, has been very considerable, has it not?—Yes, it has.

3848. In 1853, what was it?—In 1853 the expense of management was 582 *l.*

3849. And now it is what?—£. 1,019. 6 *s.* 6 *d.*

3850. And during that period the population, I think, has been nearly stationary?—Nearly stationary.

3851. Can you account for the great increase in the expense of management?—The only way that I can account for it is by the additional salaries that we have been obliged to give our officials; I can give the Committee the salaries that we give now.

Rev. *J. C. Lees.*
4 June 1869.

3852. Mr. *Miller.*] Were you obliged to give those additional salaries by any other authority, or from the rise of salaries over the country?—From the rise of salaries over the country, and from having had to take on additional servants in the lunatic asylum which we have in connection with the house.

3853. *Lord Advocate.*] That is under the Lunacy Act, I suppose?—Yes.

3854. *Chairman.*] Can you give the amount of increase that is referable to these particular causes?—No; I can give you the amount of the salaries which we pay now to the officials.

3855. *Lord Advocate.*] Will you do so in detail?—We have five surgeons at 171 *l.* 13 *s.* 4 *d.* for the whole; we have three of them at 35 *l.*, one at 20 *l.*, and one at 50 *l.*; the one at 50 *l.* has the charge of the lunatic asylum; then we pay 175 *l.* for an inspector, 115 *l.* 12 *s.* 6 *d.* for an assistant inspector, 118 *l.* 1 *s.* 2 *d.* for clerk, 12 *l.* 0 *s.* 8 *d.* for office boy; collector 100 *l.*, auditor 15 *l.* These are the out-door officials. Then for the poor-house and asylum we have a governor at 105 *l.* 15 *s.* 11 *d.*, matron, with board, at 40 *l.*, clerk to governor 19 *l.* 4 *s.* 8 *d.*, cook, with rations, 12 *l.*, nurse for hospital, with rations, 12 *l.*, porter and wife, with rations, 30 *l.*, attendants (the various keepers) in asylum, with rations, 150 *l.*, chaplain 35 *l.*, and the precentor 2 *l.* 12 *s.*

3856. *Chairman.*] You spoke of some of these officials having allowances; is that included in the money value, or have they allowances besides?—Some of them take board in the house, and that is not included.

3857. So that that is beyond their salaries?—That is beyond.

3858. Have you any estimate of the cost of the board of these people who get board?—No, I have not.

3859. *Lord Advocate.*] Can you give us any means of comparison between the scale of payment in vogue now and that in 1853?—No; I am afraid I have not got one of the Tables of 1853.

3860. Perhaps you could get it for us?—Certainly.

3861. Mr. *Crum Ewing.*] How is your parochial board constituted?—Our parish is what is called a suburban parish; it is managed in the same way as landward parishes; it consists of the heritors, so many returned from the ratepayers, and so many returned from the kirk session.

3862. Altogether, how many are there?—I should say there are about 400, as nearly as I can give the number.

3863. And you do not find that to work very well, I believe?—We do not find it to work at all.

3864. Mr. *Miller.*] How many are you authorised to elect for the ratepayers?—Twenty.

3865. And for the session?—Six.

3866. Then all the others are the regular heritors at and above 20 *l.*?—Yes.

3867. *Chairman.*] You have given us the items of salaries for out-door and also for in-door officials; I find that the total amount which you have given us amounts to 1,114 *l.*?—Yes, it does.

3868. More than the actual expenditure that you gave us, which was 1,019 *l.*?—Yes; I took that from the inspector when I left home. He gave me the amount of expenses of management as over 1,000 *l.*, and, on adding it up here, I find it is, as you say, over 1,100 *l.*, but I am not able to state how it is that he gives a different figure.

3869. *Lord Advocate.*] Is it for the same year—Yes.

3870. Mr. *Orr Ewing.*] I suppose that the printed statement from which you have read the items, is likely to be more correct than the statement of the inspector?—Yes, I suppose it is. It was on calculating it this morning that I found there was a discrepancy.

3871. *Lord Advocate.*] Are all these payments made at the same periods?—Yes.

3872. Mr. *Crum Ewing.*] Will you state what you would propose as an improvement upon the present system?—I would propose something on a representative system, something similar to what is in operation, I understand, in the barony parish Glasgow. I think that it would be more suitable to our parish.

3873. *Chairman.*] Then you are suffering from the same evil as they suffered from, namely, too large a board?—Yes, we have 400, which is utterly unworkable.

3874. Mr. *Crum Ewing.*] You have found that the mandate system is a very bad one, I believe?—Yes, we find it intolerable.

3875. And that, in fact, the management of the parochial board is in the hands of very few individuals?—Yes; I should say that the management of our board, at present, is in the hands of not more than four individuals, who possess many dates, and who carry whatever they think proper.

3876. Then, if the mandate system is to be retained, would you propose any alteration in it?—I would put it under some restrictions. I think that if mandates were lodged with the inspector, perhaps 48 hours before the meeting of the board, and a mandate were not valid for more than a year, that might make the board more workable than it is at present.

3877. And you would also propose, I believe, that the mandatory should not be eligible as a member of committee?—Yes; I would not allow him to be on a committee.

3878. Mr. *Miller.*] That is to say, in right of the mandate?—In right of the mandate. I would not have that apply to factors who have regular commissions.

3879. Mr. *Crum Ewing.*] As I understand you divide the work of the board into committees?—Yes, we work by committees.

3880. Would you state what those committees are?—We have a committee for the management of the house; we have a committee for the administration of the relief of the poor; and we have a committee for law, finance, and sanitary matters. Those committees, three in all, carry on the business of the board.

3881. The assessment is included in the finance committee, is it not?—Yes, it lays on the assessment.

3882. At one time these committees reported to the general committee, did they not?—Yes; the way that the business of the parish was carried on for many years until about three years ago was this. The board at its annual meeting appointed a committee of management and a committee for the house, for relief, and for law and finance. That general committee of management, consisting of 40 members, met once a month, and all the committees reported to that general committee, and were subject to its control. That continued for a very considerable time, but some members of one of the committees took exception to certain things that were done by the committee of management, and appeals

the Board of Supervision, and the Board of pervision sent down their opinion that com-tees were not subject to the general nmittee of management, and were not even bject to the review of the board itself. ter that we gave up appointing a general nmittee of management, because it was hardly rth while; they would have nothing to ; their work was gone, and the board now ets three, or four, or five times a year, when e minutes of the committees are read. But cer-n members of these committees say that we ve no power to revise or control them.

3883. They claim the right to act indepen-ntly?—They claim the right to act indepen-ntly. They say that they are appointed with full powers of the board.

3884. Mr. *Armitstead.*] Do you think that this w system is preferable to the old system?—I rtainly think that the old system is preferable; think that the new system leads to extrava-nce.

3885. Sir *Robert Anstruther.*] And the inde-ndent action of these committees is found to be ry inconvenient indeed, I presume?—I think

3886. Mr. *Miller.*] I suppose they claim that dependence under the Act of Parliament, do ey not?—A number of men on our Board ink that the Act of Parliament does not give em that power, but they say that the Board of pervision has said that they have that power, d they go by that.

3887. Mr. *Loch.*] Are the committees appointed ch year?—They are appointed each year.

3888. Are they always the same individuals?—Well, they are too much the same individuals, cause the gentlemen who have the mandates point the committees, and in my opinion put on ose that they think are favourable to their own ews of things.

3889. Sir *Robert Anstruther.*] Can you point any correspondence with the Board of Super-sion, showing upon what the decision of the oard was founded; have you anything with ou?—I have not got their decision, but I think ey founded their opinion upon a clause in the ct that these committees have the whole power f the Board. There is a clause in the Act giving he full power of the Board to a committee, if the Board think proper. I can give an illustration f how the present system works. The other ay the Board met, and they saw in the minutes f the house committee which were on the table hat they proposed to put a wall round part of he grounds in connection with the poor-house. The Board instructed the house committee to ake estimates as to the comparative cost of uilding that wall of brick or of stone. The ouse committee met, and a majority of them said, The Board have no right whatever to interfere ith us in this way; we will build the wall of hatever material we think proper, and we will ot take any estimate as to whether it shall be of rick or of stone; we will only ask for estimates or building it of stone, and we will build it of tone if we think proper."

3890. Mr. *Crum Ewing.*] Then the result is hat your house committee have power over a reat part of the expenditure?—Yes, they have, nd claim a right to exercise it as they think roper.

3891. Mr. *Miller.*] In short, as I understand t, they have a power to do anything they like in that respect?—Within the rules of the Board of Supervision.

3892. Sir *Robert Anstruther.*] And the house committee is practically named by the four gentlemen holding the mandates, as I understand you?—Yes.

3893. Mr. *Crum Ewing.*] And your opinion is that that system is wrong?—I think that it is decidedly wrong, and that it tends to extravagance.

3894. Mr. *Orr Ewing.*] You have the power of changing that committee every year, have you not?—The four gentlemen have the power of changing it; they hold the power of the Board in the shape of mandates.

3895. Mr. *Cameron.*] How many mandates do you suppose these four gentlemen hold?—I cannot give the number, but I remember that they overturned a decision of the Board when the numbers were two to one of those present.

3896. Mr. *Orr Ewing.*] May I ask if those gentlemen holding mandates belonged to the rural portion of the parish?—They belonged to the urban portion of the parish.

3897. Mr. *M'Lagan.*] Are they legal gentlemen?—No, they are not.

3898. Mr. *Cameron.*] They are members of the Board, of course?—Yes.

3899. Mr. *Loch.*] Do they hold a great number of mandates each?—Very great.

3900. Mr. *Crum Ewing.*] To go back to the paupers, you have a great number of Irish people coming over to Paisley, have you not?—Yes, a very large number.

3901. And do they add very much to the pauper population?—Yes, they add 27 per cent. to the pauper population.

3902. And you have frequently to send them back to Ireland, I believe?—We have continually to send them back to Ireland.

3903. The inspector has taken back sometimes as many as eight or a dozen at a time, has he not —Yes.

3904. And you frequently find, I believe, that these people return immediately?—Yes, they sometimes come back in the same boat with the man who takes them over.

3905. Who pays the passage of those that come back?—I would not like even to hint that.

3906. *Lord Advocate.*] Is there an association in Belfast for that purpose?—I cannot say; I have my own idea as to who pays it.

3907. *Chairman.*] We should like to know, if you have no objection, who pays their passage back?—I cannot state that as a matter of fact, but my own idea is that the parties interested in keeping them out of Ireland pay it.

3908. You cannot state that of your own knowledge, however?—No.

3909. Mr. *Crum Ewing.*] You would wish a remedy for that evil, I suppose?—Yes, I would like to see that remedied; I would like to see Ireland either support her poor in Scotland, or be at the cost of removing them back.

3910. You are also troubled with what you call "tourist paupers" or tramps, I suppose?—Yes, people who go about the country getting relief from various parishes which charge upon us; they are a great nuisance.

3911. Do you think that you have caused any considerable relief to your funds by removing these Irish paupers when they return so frequently?—I think that upon the whole it is a saving

Rev. *J. C. Lees.*

4 June 1869.

saving to get quit of them. I do not say that they always return, but they occasionally return.

3912. Mr. *Hamilton.*] Do you find any disadvantage from the fact that you can only remove them at a certain time in the year?—No, the passage is so very short; the inspector generally chooses good weather.

3913. But you can only remove them at a certain time of the year?—I cannot be positive as to that.

3914. Mr. *Crum Ewing.*] With regard to these tramps, there are frequently cases of their receiving relief from various parishes on the same day, are there not?—Yes; sometimes they have been known to get relief from three parishes in the same day.

3915. And you would wish that to be punishable?—Yes; I think it is a species of imposture, and should be punished.

3916. Have you many instances of husbands deserting their wives and families?—Yes, a very great number indeed; it is a very common occurrence.

3917. And what do you do in those cases against the husbands?—Well, we hardly find it worth while to prosecute the man, the expense of prosecuting him is great, and when we bring him before the sheriff, he very often says that he has been away looking for work, and he gets off in that way.

3918. In such instances where you have prosecuted, what has been about the general expense?—It generally comes to about 4*l.*

3919. And you rather allow him to escape than undergo that expense?—Yes, with the risk of losing the case.

3920. Do you suffer very considerably from the number of illegitimate children?—Yes, to a great extent.

3921. You find that a great burden?—Yes, a very great burden indeed.

3922. And do you find that the same women come back to you every year?—Yes, over and over again, as long as they are capable of getting children.

3923. Would you find it an advantage to compel those women to go into the house?—We always offer the house as a rule, where the doctor certifies that the woman is able to go into the house.

3924. You have had some experience in the highland parishes, I think?—Yes, I have been a good deal in the highlands, and I had a charge in the highlands for three years.

3925. And you think that in these cases of illegitimacy the house is not offered so often as it should be?—Yes, that is my opinion in regard to some parishes.

3926. Sir *Robert Anstruther.*] What parishes do you refer to?—I know a parish in Inverness-shire where a great many women get illegitimate children year after year, and receive support from the parish; I think that those should be offered the house.

3927. Mr. *Crum Ewing.*] Have you found, upon the whole, that the offering of the house has been of great service in reducing the rates?—Yes, decidedly; we opened the house in 1849, when the rate was 2*s.* 2*d.* on landlords and 3*s.* 2*d.* on tenants.

3928. *Lord Advocate.*] That was a year of great distress, I suppose?—Yes. I was not in the parish at the time. Then, in 1853, the rate had fallen to 11*d.* on the landlord and 1*s.* 5*d.* the tenant.

3929. Sir *Robert Anstruther.*] And the prese rate you have mentioned is 11*d.* on the landlo and 1*s.* 2½*d.* on the tenant?—Yes.

3930. Mr. *Crum Ewing.*—What is the pr portion of those to whom the house is offer and who accepts it?—I should say that one three accepts it.

3931. What becomes of those who do not into the house; who refuse to go into the hous —I believe that in the case of a number of the when their relatives see that there is no chan of their getting any relief out of doors, they ve frequently come forward and give them help; number of them, no doubt, become vagrants a tramps throughout the country; and there are number, I rather think, according to what o inspector has told me, who are able to work, a who do go and work; that is, as far as we c trace it, what becomes of those who have be offered the house and have not accepted it.

3932. *Chairman.*] Can you give us any st tistics of the number who become vagrants?— No, I cannot do that.

3933. Is it a large proportion?—No, I shou say it is not a very large proportion.

3934. Mr. *M'Lagan.*] Are you of opinion th vagrancy is on the increase in that district?— Yes, I think it is; not so much in my distric as in the country districts round about, becau the vagrants go more into the country than in the towns.

3935. *Chairman.*] You have stringent pr visions in boroughs enabling you to keep dow vagrancy?—Yes, there are provisions.

3936. Therefore it is in the counties chief that the evil arises?—Yes.

3937. Mr. *Crum Ewing.*] Your opinion r garding the test of the poor-house is that is necessary?—I believe it is absolutely nece sary.

3938. And do you think that the limitatio which provides that unless there is a populati of 5,000, a parish shall have no poor-house, shou be done away?—I rather think there is a reg lation that a parish with only 5,000 can have poor-house; but I think that in many parish with a smaller population there might be po houses on a less expensive scale than those whi at present exist, and I believe they would b found useful in reducing the rates.

3939. Sir *Thomas Colebrooke.*] That wou apply to country parishes, I suppose?—In parishes I would make it a test.

3940. Mr. *Crum Ewing.*] And you found th opinion upon your experience of highland parish where you were before?—I believe that the rat in those parishes would be reduced if there we a house in each.

3941. Mr. *Orr Ewing.*] Would you prefer house in each parish to having a combination several with one house?—Yes, I think I woul if the house were on a small scale.

3942. But would not the expense of manag ment of houses on a small scale be very great?— Well, I do not know that it would; it wou depend, of course, upon the salaries and the w in which the house was kept up as to whether was expensive or not.

3943. You cannot get a man to take charge a poor-house under a given sum?—No.

3944. Sir *Robert Anstruther.*] You would n insist on having one in all rural parishes, wou you?

t?—Not in very small parishes; but, at pre-t, where a poor-house may be 20, or 30, or 40 es off, I do not think it acts as a test in the he way as it would act if it were nearer.

3945. Mr. *Miller.*] Will you give your reason thinking so; is it the distance for conveying paupers?—Yes, partly the distance for con-ing the paupers.

3946. That is a matter of expense, I suppose? Yes; and then it looks like a farce to offer a n board and lodging at a distance of 20 or 30 les off.

3947. Mr. *Ellice.*] Would it not operate in eventing proper objects of relief from having because they would refuse it in preference to ing to a distance?—They would rather not xe relief in those cases.

3948. Proper objects of relief, therefore, might left, practically, almost to starvation?—Yes.

3949. Mr. *Crum Ewing.*] With regard to ving relief to the able-bodied poor, I mean in nes of distress of trade, such as we have seen cur very frequently, what is your opinion; do u think that there should be an enactment titling the poor to demand relief?—I should very sorry to see that.

3950. But I suppose you would have no ob-ction to the parochial board having the power themselves to give it in those cases?—I con-lted the law committee of my Board before ming up, and they were decidedly of that inion, that it would be right that a Board of a ercantile and commercial parish should have a scretionary power to give relief in times of com-ercial distress.

3951. And is that your own individual opinion? -Yes.

3952. Do you think that Boards would exer-se that power with sufficient discretion?—es, I am of opinion that they would from what have seen.

3953. I think you were not in Paisley during e time of the great distress?—No, I was not, nd on that subject I therefore go, to a great xtent, upon the opinion of those who were.

3954. *Lord Advocate.*] It was understood to be e law, until the last decision of the House of ords, that the Board had that power?—Yes.

3955. Mr. *Crum Ewing.*] And the Board in aisley acted upon that understanding of the aw?—They acted upon that understanding of he law until a late period.

3956. Is it your opinion that committees of arochial boards would probably exercise that iscretion much better than committees volun-arily organised in a time of distress would do?—es, I think so, for this reason; that a voluntary ommittee has not the proper machinery for in-estigating cases, and I believe that they would e greatly imposed upon, and in that way they ould give relief which would tend to pauperise eople; because, if a man gets relief once, it tends o pauperise him for all the rest of his life.

3957. Mr. *Orr Ewing.*] But is it not the case hat in some instances, although they collect the noney voluntarily, they do hand over the money o parochial boards to give relief to the able-odied?—I am not aware that it is.

3958. There is nothing to prevent your doing hat in Paisley, is there?—I do not think that he Board in Paisley would like to take other eople's money to distribute; the officials would ot like it, for one thing.

3959. Mr. *Armitstead.*] At all events, the Board found it work satisfactorily on the occasion referred to, when they gave relief to the able-bodied?—Yes.

3960. And they were able to give proper relief and to reach people that were deserving of it?—Yes.

3961. Without the thing being abused?—Without being abused. That is the opinion of all those that I have consulted.

3962. Mr. *Crum Ewing.*] What is your opinion with regard to relations supporting paupers?—I would like to see the support of a man's parents made a common debt. I would like to see men bound to support their parents.

3963. Mr. *M'Lagan.*] Are they not bound at present by law?—You have to prosecute them; you have to bring them before the sheriff, and then if they bring forward evidence to the effect that they have not means to support their parents, they are allowed to go. I would leave it to the discretion of the Board to take out decree against them or not as they thought proper.

3964. Without going to the sheriff at all?—Yes, without going to the sheriff at all; I would like to see it made a common debt.

3965. Mr. *Crum Ewing.*] Are you satisfied with the present mode of ascertaining the paternity in cases of illegitimacy?—Well, the present system is attended often with very great hardship to the mother. If she prosecutes the father of the child, and the paternity is established, the man has the choice of going to prison, and he very often goes to prison; and then the mother has either to put down a certain sum of money during the time of his incarceration, or else he cannot go to prison. She has to become liable for his support during the time that he is in prison.

3966. In consequence of that the parish very seldom prosecutes in those cases?—It very seldom prosecutes indeed.

3967. Mr. *Hamilton.*] It is an expensive process?—It is expensive.

3968. *Chairman.*] Do you mean that you have had cases in which the woman has been bound to support her paramour while in prison?—Yes, here is what our inspector says, in answer to a question that I have sent him; "I consider the present legal manner of dealing with cases of illegitimacy altogether defective. The only course where the paternity of the child is denied, is to raise an action for aliment, in the sheriff court, against the reputed father, which entails some expense. If the action is successful, and the father still refuses to pay, he can be imprisoned, but the incarcerator requires to lodge a sum of money on his incarceration, and continue to pay his aliment so long as she keeps him in prison, which she is very often unable to do. The father knowing this does nothing towards the child's support, which, along with its mother, becomes a burden on the parish. The parish seldom prosecutes because of the same difficulties to contend with, besides being liable for the legal expenses of the action. Thus there is in many cases practically no legal remedy against the father."

3969. That is a case not of penal imprisonment but of imprisonment for debt?—For debt.

3970. Mr. *Ellice.*] How does the parish now prosecute; it prosecutes now merely for the debt, does it not?—For the debt only.

3971. And therefore it would have the same

Rev. *J. C. Lees.*

4 June 1869.

obligation to aliment the prisoner as the woman, if she prosecuted?—Yes.

3972. *Lord Advocate.*] That would be avoided if the magistrate or the sheriff had the power to send the man to gaol penally?—Yes.

3973. Do you think that that would be a desirable remedy?—I am not prepared to say that, but I think that it would be better than the present system.

3974. Mr. *Hamilton.*] But you think that the tribunal should be a cheaper one than the sheriff?—No; I am not prepared to say anything against the tribunal, but I only say that the state of the law seems at present to be defective.

3975. Mr. *Crum Ewing.*] Do you think that it would be an improvement if the roll of paupers were regularly printed and distributed to the Board?—Yes, I should like to see that made imperative.

3976. Mr. *Miller.*] Is it not done in your Board?—It is not done; it ought to be done.

3977. Mr. *Crum Ewing.*] And for that reason you have to trust almost entirely to the reports of the inspector?—Yes; we have to go almost entirely by his report; I have no doubt that in most cases he reports correctly; still I think that there would be a greater vigilance in the giving of aliment if every member had such a printed roll.

3978. Mr. *Miller.*] You have the power to have such a roll already?—Yes, but we have not done it hitherto.

3979. Mr. *Crum Ewing.*] You think if that were done it would be a check upon extravagance?—Yes.

3980. Mr. *Cameron.*] Have you ever tried to do that?—No, we have not done it; I intended to bring it before the Board next year and ask them to do it.

3981. Sir *Robert Anstruther.*] If you could get the co-operation of your four friends upon that Board, who hold the mandates, you would be able to carry it out?—Yes; if they were of a different opinion it would be useless to try it.

3982. Mr. *Crum Ewing.*] I think that in your poor-house you have been a good deal troubled with people going out whenever they took the whim, have you not?—Yes; they are a very great annoyance, and they destroy the discipline of the house very much. They come and demand leave to get out, and then after they have had a little fling of their own outside, they come back again and demand to come in.

3983. Have you any remedy to suggest for that?—I would keep them in longer, and not permit them to go out for a considerable time.

3984. Have you turned your attention to the effect which the enlargement of the area of assessment would have?—I have thought a great deal about that, and I brought it before the law committee of my Board, but they are unanimously of opinion that, upon the whole, it would lead to extravagance.

3985. Sir *Robert Anstruther.*] Upon what do they found that opinion?—They think that if that system were adopted men would not feel the same responsibility upon them to keep down extravagance; that is their opinion. My own opinion however is that there are certain cases where the area might be enlarged with advantage.

3986. Mr. *Orr Ewing.*] You have two parishes, for instance, in Paisley?—Yes.

3987. Would it not be an advantage to have the two parishes combined for the purpose of assessment?—I am of opinion that it would. The Burgh parish is merely divided from the Abbey parish by a river; and it is in the very heart of the Abbey parish, and their interests are pretty much in common, and yet we have two houses, two asylums, two inspectors; two sub-inspectors, two collectors, two sets of books, and so on. I think that the two might be managed more economically.

3988. Are the rates in each parish at present much the same?—I cannot exactly give you that, because in the Burgh there are so many classifications, whereas in the Abbey we have only two, landlords and tenants.

3989. Mr. *Arthur Peel.*] Have you the assessment on proprietors in both parishes?—In the Burgh they assess separately upon banks and writers' offices, and dwelling-houses, and public works, and so on.

3990. Mr. *Ellice.*] Your answers seem to point rather to a combination of parishes than to extending the area of taxation?—Yes, in such cases as that.

3991. Mr. *Crum Ewing.*] Would you approve of the enlargement of the area of assessment generally?—No, I would not.

3992. What is your reason for not wishing that?—I think that if the area were made too large it would lead to extravagance; I may say that when on the relief committee I have observed (I do not wish to make any reflection on the members of that committee at all) a tendency where we could charge a pauper against another parish to be more liberal to that pauper than to our own.

3993. Sir *Robert Anstruther.*] You would not extend the area of chargeability to the whole county?—I am afraid that it would be too large.

3994. Mr. *Crum Ewing.*] You have a lunatic asylum connected with your poor-house?—We have.

3995. Is it part of the same building, or adjoining it?—It is adjacent to it, but it is not connected with it.

3996. What accommodation have you in the asylum?—We have accommodation for 86.

3997. And you have sufficient accommodation for day rooms?—We have four day rooms and 16 night rooms.

3998. Is your asylum generally full?—It is generally pretty nearly full; it has never been quite full, but always within one or two.

3999. What is the proportion of inmates from your own parish?—We have from our own parish 35, and we have from other parishes 40.

4000. Then you contract with other parishes, I suppose, for the maintenance of those inmates?—Yes; we contract with seven other parishes for the maintenance of their lunatics.

4001. What do you charge them?—We charge them 11*s.* a week for each pauper lunatic.

4002. Mr. *Armitstead.*] And what is the expense to yourselves; do you charge them more than the actual expense?—We do charge them a little more than our own cost.

4003. What is the expense of those belonging to your own parish per annum?—I cannot state that at this moment.

4004. Do you know how it compares with other parishes; whether your expense is heavier than that of other parishes?—I think that it is much the same as in pauper asylums in other parishes. If my memory serves me, we had a return from other parishes when we fixed the sum, and we fixed it at almost the same rate.

4005. *Chairman*

4005. *Chairman.*] We have evidence that in Glasgow lunatic asylums in connection with poor-house, about 6*s.* a head is the cost; is t about your figure?—I think that it will be out the same with us.

4006. Mr. *Crum Ewing.*] What number of endants have you in that asylum?—Seven endants; four males and three females, exclue of the governor and the matron, who take arge of the poor-house as well.

4007. You have given the expense of them eady, in the salaries?—Yes.

4008. *Chairman.*] Are these seven included in attendants you gave before, at 150*l.*?—That m refers entirely to the lunatic ward; but the vernor and the matron have the charge of both asylum and the poor-house.

4009. Is the asylum licensed for general lunatics the Lunacy Board?—It is licensed for pauper natics; we have a first-class license.

4010. Mr. *Crum Ewing.*] Have you the Re-rt of the Inspector of Lunacy upon your lum?—Yes.

4011. Perhaps you will read it?—"The numrs resident at this date are 35 males and 44 males. From the habitual predominance of the ter, it is proposed to form a communication tween a small dormitory on the male side and e adjoining female dormitory, and to add the mer, at least temporarily, to the female accomdation. This will involve a change in the rms of the license, which should accordingly be warded to the Board of Lunacy for this purse. The changes since last visit among the tients are: admissions, 10 males, 9 females, tal, 19; discharges, 8 males, 9 females, total, ; deaths, 2 females. Of the patients admitted, ght were chargeable to the Abbey parish, three Neilston, three to Eastwood, three to Lochinnoch, one to Nearns, and one to Kilmaurs. he charge for boarders is at present 11*s.* a week. f the patients discharged, 12 had recovered, one as removed from the register on the expiry of e period of probation, one was sent to Gartavel, and three were taken home still insane. f those who died, one was absent on probation. he cause of death in this case was syncope, and the other phthisis. The house was in excellent rder, and in all respects in a very satisfactory ondition. The patients were well clothed, and lean in person and dress. Their bodily health favourable, only one, a male, being confined to ed from boils. Both sexes were entirely free om excitement, and it is stated that with the creased industrial occupation which has followed he introduction of the system of remuneration, here has been a great absence of restlessness. as many as 52 males and 37 females are now egistered as industrially employed. No patient s restricted to the airing courts, and no one has een secluded since last inspection. The food erved during the visit was abundant and of an xcellent quality, and the manner of serving it ery creditable. But in the latter respect some rther progress might be made, by supplying the etter class of females with plates, and allowing hem to help themselves as in an ordinary family. he bedding was clean and in good condition, nd books and periodicals are abundantly supplied. he numbers registered as attending chapel are 0 males and 31 females. Only one slight accient has occurred since last inspection. Great redit is due to the governor, and all concerned the management of the establishment, for the very satisfactory position which it has attained. —(signed) *James Coxe*, Commissioner in Lunacy."

4012. Have you any land attached to the establishment?—Yes; we have 34 acres altogether, and 25 of those belong to the asylum.

4013. And are the patients employed in cultivating that land?—Yes.

4014. What is your opinion with regard to the present law of settlement?—My opinion and the opinion of the law committee of the Board is, upon the whole, that it should be left in its present position.

4015. Sir *Robert Anstruther.*] Have you found it work hardly upon a man applying for relief that he should have to wait for five years to gain a settlement?—No, I cannot say that we have.

4016. Mr. *Orr Ewing.*] It is no hardship to the paupers, because if they do not get relief from that particular parish, they have a claim upon another parish?—Yes.

4017. *Lord Advocate.*] Does it signify much in which parish a man's settlement is?—I think that if you were to consult the paupers, they would rather keep the law as it is than go to the settlement of birth.

4018. *Chairman.*] But suppose that the question was birth settlement or no settlement, would it matter at all to the pauper if the whole law of settlement were absolutely abolished?—I think that the pauper would be thankful if the present law of settlement were simply abolished, because then he could choose which parish he would go to, and he would go where he could get the most abundant relief.

4019. *Lord Advocate.*] But if paupers choose a particular parish because they got better food and lodging there, do you not think that that would soon cease to be the case?—I think that they would look out for the most soft-hearted inspector that they could find.

4020. Do you really think that that would operate to any appreciable extent?—To a very large extent.

4021. That the pauper would select his parish?—I believe, particularly in the case of Irish paupers, that it would operate to a very large extent; as it is now, they make inquiry as to where there is the most tender-hearted inspector.

4022. Mr. *Cameron.*] At present, a settlement once acquired can be lost by a residence of one year and a day out of the parish, cannot it?—Four years and a day out of the parish.

4023. Do you not think it desirable that a residential settlement once acquired should never be lost?—Well, I would have no objection to the pauper always having a settlement.

4024. Sir *Robert Anstruther.*] If there were a large influx of Irish paupers into one parish all of a sudden, would it not have the effect of hardening the inspector?—I could not say.

4025. Mr. *Hamilton.*] Is it not the case that the Irish come over merely to get a settlement in Scotland?—Yes, there is no doubt of that; and they look out for the parish where the settlement is likely to be most advantageous.

4026. *Chairman.*] Then they do not seek the parishes where they can get work?—Those who wish really to work do look out for a parish where they can get work; but I am credibly informed by the inspectors and others that they look out to a great extent for the parish where they are likely to be best treated.

4027. *Lord Advocate.*] Do you mean that

Rev. *J. C. Lees.*

4 June 1869.

Irish paupers who are paupers in Ireland come over to Scotland to get a settlement there?—Yes.

4028. Or do you mean that those not chargeable on the rates in Ireland come over for the purpose of becoming paupers?—I am not sure that both cases do not arise.

4029. Mr. *Crum Ewing.*] Have you found much difficulty and expense to be incurred in obtaining the decision of the law courts with regard to the disputed cases of settlement?—No; we have had no legal expenses for four years; we have most cases naturally with the burgh parish of Paisley, which is adjacent to our own; and each Board appoints a committee, and we meet and confer with each other and settle our cases amicably at no cost.

4030. You have had no expense in consequence of that?—None whatever.

4031. *Chairman.*] Then, in fact, you have not felt any evil from the law of settlement?—No, we have not in respect of legal expenses.

4032. Mr. *Orr Ewing.*] Do you not think that it would be an improvement to give the Board of Supervision the power of settling all disputed cases of settlement rather than have the expense of going to the law courts?—I would like to see a person with that power, but I will not say that I should like specially to see the Board of Supervision have that power.

4033. Mr. *Armitstead.*] Have you any objection to the Board of Supervision having that power?—No, no particular objection.

4034. *Chairman.*] What led you to say that you would rather somebody else had it?—I did not exactly say that I think somebody else should have it.

4035. *Lord Advocate.*] The real question is, would you have it in a judicial officer or a non-judicial officer?—I would have it in a judicial officer.

4036. Mr. *Ellice.*] It has been suggested that the power might rest in the Board of Supervision, of negativing or allowing law proceedings in a matter of disputed settlement, the same power as they now exercise in the matter of relief, that a parish should not raise a law plea in the matter of settlement without the sanction and consent of the Board of Supervision; how would that work?—I do not think that it would be satisfactory to the Parochial Board; I think that they would rather bring the case to a fair judge and allow him to settle it. They would have the feeling if they were stopped in going forward to get the case decided, that they might have got a decision in their favour, but that they were not allowed to try the case, and it would give dissatisfaction in that way.

4037. Mr. *Armitstead.*] Do you not think that if all those questions were referred to the Board of Supervision, it would save considerable expense?—If they were referred to a legal tribunal which would afford a simple way of getting cases settled, that would save expense I think.

4038. Mr. *Orr Ewing.*] But the Board of Supervision is to a certain extent a legal tribunal, is it not?—There are legal gentlemen on the Board of Supervision.

4039. And paid legal gentlemen?—I am not aware that they are paid to decide cases of that kind.

4040. Sir *Graham Montgomery.*] But in important cases the Parochial Boards would not be satisfied unless they had agents and counsel to appear before the judicial officer, would they?—If the pleadings were in writing, I think tha they would be pretty well satisfied.

4041. You think that in many cases written pleadings would suffice?—I think they would.

4052. Mr. *Crum Ewing.*] Have you had much difficulty in collecting the assessments?—Wel we have a number of small payments that we cannot collect, or that we find a difficulty in collecting. Our collector and our law committee are very anxious that the power of arrestment o wages should be given.

4043. *Chairman.*] For the purpose of gather ing the rates?—For the purpose of gathering the rates.

4044. Mr. *Crum Ewing.*] I suppose that tha is hardly the opinion of the Board generally?—I think they are doubtful about the probability o their getting it.

4045. What was the number of assessments under 5 *s.* unpaid at the close of last year?—The number under 5 *s.* was 756, after making allowances in the way of exemptions on account of poverty: "Only 162 payments were received for want of the above power of arrestment;" that is what the collector says.

4046. How do you manage with regard to children?—We board them out invariably where we can get the mothers to part with them.

4047. At one time you had a different mode adopted, I think?—At one time we brought them up in the house, and we found that tha system was very bad indeed. We found that i was bad in this way; when things went against the boy after he had gone to work, he came back to the poor-house as the only home that he has ever known. As it is now they generally merge into the bulk of the working population, and we know that they do well. Many of them are adopted by the families that they are boarded with.

4048. What are you paying for those children —Half-a-crown a week.

4049. Do you find no difficulty in getting them put out to board in that way?—None whatever.

4050. Mr. *Armitstead.*] You pay for their teaching also, do you not?—Yes.

4051. Mr. *Miller.*] Are they boarded in the country generally?—They are boarded in the country generally in small villages where there is a mill, or where there is a likelihood of their getting employment.

4052. *Lord Advocate.*] Do you send them to the ordinary schools of the parishes, and pay the school fees?—Yes; and there is a committee of the board that visit the children once a year, or oftener. I have repeatedly visited them myself and have been much satisfied, and I have gone to the schools where they have been taught, and examined them.

4053. Mr. *Crum Ewing.*] How do you do with the Roman Catholic children?—We invariably look out for a family of that persuasion to board them with.

4054. Mr. *M'Lagan.*] You stated just now that the children brought up in the poor-house returned to the poor-house if anything occurred to them after they were out in service?—Yes.

4055. To whom do the children that are boarded out return if anything occurs to them?—They do not return to the parish.

4056. You very often, I presume, board out these children with poor widows in the country?—Yes.

4057. An

4057. And after the children reach a certain], and they are put out to service, the liability our parish ceases?—Yes.

4058. And if anything should occur to these dren, do they not sometimes return to the r widows with whom they were boarded?—ave heard of no cases where they have re-ned. As far as we have been able to trace se who have gone out to work, we have found erally that they were doing well, and were ning a respectable livelihood.

4059. I asked the question, because I have rd of some of these children retiring to poor dows, and the widows having made a claim on the two parishes, and being told that those ishes were no longer liable; you are not aware such cases?—I have heard of no cases of that t.

4060. Sir *Edward Colebrooke.*] Do your board point an inspector to visit those children?—We ve a sub-committee of the relief committee pointed every year which visits them, and sees er their clothing and education, and every ng regarding them. The inspector also visits m at different times.

4061. What number are boarded out in that y?—Eighty-six.

4062. And there are, I suppose, a considerable mber of children in the workhouse besides?—, we have very few in the workhouse, seldom re than two or three.

4063. Then do you board out those whose rents are in the workhouse?—We try to do so much as we can; we try to induce the parents allow us to board them out, for the parents are nerally of a bad class, and the children get no od by being kept in the house.

4064. And you have succeeded?—Yes; by ntle persuasion we generally succeed.

4065. They are not boarded out any distance m Paisley, as I understand you?—No; the jority of them are only seven or eight miles .

4066. How long has the system been in opera-n?—It has been in operation I think about ven years.

4067. Do you think that you have had full me to test its effects?—Yes, I think we have, pon the whole.

4068. Most of the children who were originally arded out must be still in the hands of the eople who had charge of them, I presume?—number of them have gone now to work for emselves.

4069. With persons in the mills?—In the mills; d some of them have been boarded with farmers, d are now acting as farm servants.

4070. And no complaints reach you of their isconduct?—No, I think they are all doing well, s far as I know, with the exception of one who as a little weak in intellect.

4071. Mr. *Loch.*] Do these children mingle cially upon the same footing as other children, ith the children in the villages where they e boarded out?—Yes, they do.

4072. *Lord Advocate.*] The consequence is that ey grow up respectable members of society?—es.

4073. Mr. *Armitstead.*] At what age do you ard them out?—We board them out very ung; some of them, I suppose, at two and ree years of age, where we can get a respect-le family to take them.

4074. Mr. *M'Lagan.*] Have you ever had cases of this kind: that a woman who had an illegitimate child has gone to the parochial board, and asked the board to board out her child, saying that she would pay for its aliment?—I think it is very probable that we have had such cases, but I am not aware of any.

4075. Mr. *Fordyce.*] How many children are educated in your poor-house?—We have none educated in the poor-house.

4076. Have you any married couples?—We had last year only three married couples in the poor-house during the whole year.

4077. And were they separated?—They were; and I think that they were rather glad than otherwise to be separated; they are generally of such a low character.

4078. Were they aged people?—No, they were not very old, but they were not able-bodied.

4079. Do you approve of the separation of married couples in poor-houses?—Well, I think that it is absolutely necessary; in cases where they will go into the house I would not put married couples into the poor-house at all unless they were of very bad character indeed.

4080. But are you in favour of their separation in the poor house?—I think it is absolutely necessary for the discipline of the house that they should be separated.

4081. Mr. *Crum Ewing.*] You mentioned that you generally contrived to get Roman Catholic children sent to families of the same persuasion?—Always.

4082. But have you had no case where you have sent Roman Catholic children to Protestant families?—None known to me.

4083. And you have had no complaints of Roman Catholics on that score?—None that I know of; we are very strict, and try to be as honourable as we can in that matter.

4084. *Lord Advocate.*] Where the parents are dead, in the case of their orphan children, you ascertain what the religion of the parents was, and try to board the children out with people of the same religion?—Yes.

4085. Mr. *Crum Ewing.*] And the priests have not found fault with what you have done in that respect?—No, I think not.

4086. *Lord Advocate.*] You have a great many Roman Catholic children, I suppose?—Yes, a good many.

4087. And you uniformly treat them on that principle?—Yes.

4088. Mr. *Crum Ewing.*] What you have now stated with regard to these children is from your own observation?—Yes.

4089. You individually have paid a great deal of attention to the subject, I believe?—I have visited them myself over and over again, and have gone to the schools where they were taught, and examined them myself to see that they were properly taught; I have gone in also on the families unawares where they have been boarded, when they had no knowledge of any one coming; just stepped in and looked at the children.

4090. *Chairman.*] To what schools do these Roman Catholic children go?—To the nearest Roman Catholic schools; and we board them where there is a Roman Catholic school near.

4091. Not to the parochial school?—No, if they can get a Catholic school.

4092. Do you communicate with the priest, where you board them, to have his sanction and co-operation?—I rather think that the inspector does.

Rev. *J. C. Lees.*

4 June 1869.

4093. Mr. *Miller.*] As I understand, in your experience none of those boarded-out children have come back upon you, and none of them have become a burden on the parish to which you have sent them?—One has come back on us whose intellect is rather weak; as far as I recollect, that is the only exception.

4094. In that respect the system that you have adopted works well?—Exceedingly well, and we are very much satisfied with it.

4095. Mr. *Cameron.*] How are the other children educated, the Presbyterian children?—They go to the best school in the place.

4096. Do you leave the parents or guardians of the children to determine to what school they should go?—We allow the parents to send them to whatever school they think proper, unless we hear of something against the school; where we know that it is a poorly-taught adventurer's school we may interfere, and by persuading the parents they allow us to interfere.

4097. You do not allow the inspector to interfere as a general rule?—No; generally we leave it to the parents themselves.

4098. Mr. *Crum Ewing.*] I believe that you have turned your attention very considerably to the subject of pauperism in general?—I have thought of it a good deal.

4099. Will you give us your views with reference to the causes of pauperism?—The cause, it seems to me, is perhaps twofold. One reason is that men who have been paying rates themselves regard it in the light of a benefit society, and when they need relief or their friends need relief, they think that they have a right to claim relief; they claim it as of right. I have no hesitation in saying before this Committee that I think the other great cause of pauperism is the drinking habits of the country.

4100. Mr. *Miller.*] As I understand you state that a great many of the lower class look to the Parochial Board as a benefit society, owing to the fact of having been assessed on their houses. Supposing that those people were exempted from rates, do you think that that would do away with that evil which you suppose to exist?—No, I do not think it would.

4101. If they were not rated they could not look upon the Board as a benefit society, could they?—No: but what I mean is, that there is a general idea that has got into the minds of the people that they have a right to demand relief.

4102. Does that idea of a right to demand relief arise in their mind from the fact of their having been assessed?—It does, partly.

4103. Mr. *Hamilton.*] Do not you think that if the Parochial Board had power to grant able-bodied relief, it would increase that feeling?—Yes; I would only allow able-bodied to get relief by special resolution of the Board in times of great commercial distress.

4104. Mr. *Orr Ewing.*] You did not mean that any person should be relieved by this liberty which you would give to the Board to relieve able-bodied persons, except in times of general distress in the parish?—No.

4105. Mr. *Crum Ewing.*] That the power should lie in the Board themselves to give that relief, but that the individuals should not have the power to demand it?—Exactly; I would even go the length of saying that the authority of the Board of Supervision, or of some controlling power, should be got; I would be very jealous about giving relief to the able-bodied at all.

4106. Mr. *Orr Ewing.*] Do you think that evidence of general distress should be laid before the Board of Supervision, before permission was given to the Parochial Board to give relief to able-bodied persons?—Yes; I would have no objection to that.

4107. *Chairman.*] But do you not find in such cases of distress as would justify giving relief to the able-bodied, that public subscriptions are got which practically remedy the evil?—Yes; but it takes time before public subscriptions can be got up, and before a society can be formed to distribute those subscriptions. And then again, it must be remembered that parties who are not in the habit of coming continually into contact with the poor and knowing their ways, are very easily imposed upon, and I believe that they would give relief to parties not really deserving it.

4108. Supposing there was some provision of this kind, that in cases of distress the inspectors should be authorised to deal with voluntary subscriptions that might be brought in, making the Parochial Board and the machinery thereof the means of distributing the voluntary contributions raised in times of distress; then you would get rid of the difficulty of the funds being distributed by parties ignorant of the poor, would you not?—I do not think that the Boards would like to take that duty upon them.

4109. At present the Parochial Board might absolutely decline to manage a voluntary contribution?—Yes, they can.

4110. But would it not be better to make compulsory upon the Parochial Board, in cases of distress where these subscriptions are got in, that they should be parties to administer the relief than to give a discretionary power under any circumstances to relieve the able-bodied poor out of the rates. If that discretion were given, would not the able-bodied poor who contribute to the rates look upon it that though it was a discretionary power still it was an equitable right which they possessed?—I would have no great objection to what you suggest being done; but I think upon the whole, those who got the money would not much care where it came from provided that they got it.

4111. But my point is this, that if now you were to pass an Act distinctly recognising a discretion in the Parochial Board to apply rates, a legal compulsory assessment, to the relief of able-bodied poor under any circumstances whatever would not that engender a feeling amongst the able-bodied that at certain times they would have a right to claim relief out of the very funds they were contributing to?—I think that if it were done with very great caution, it would not engender that feeling.

4112. Would not the mere fact of passing an Act of that sort create an impression, a moral belief, amongst the poor that they were entitled to that relief which would assist in pauperising them?—I think that that feeling would soon be dissipated if the Act were worked properly; they would not continue to have that feeling long.

4113. You say that at present one of the causes of pauperism is the belief amongst the poor that they have an indefeasible right to get aid out of those funds which they have contributed to. Now, if you extended the discretion of the Board to relieve able-bodied poor, you might create a still further belief and a still further pauperising belief to that effect, might you

not?—Perhaps that might be the result, but not know that it would be the result if the d had only the power to do this in great rgencies.

14. Mr. *Crum Ewing.*] Have you any obations to make as to the remedy that you ld apply to decrease the pauperism prevailing he country?—The remedies must be of a al character, I believe; educating the people, bringing moral influences to bear upon them; do you wish me to say what legal remedy I ld suggest?

115. I wish that in addition?—The only edy that occurs to me seems to me so despe- that I am almost loath to say what it is, but elieve we shall come to it. I mean that we l have to give relief solely in the house, and e the out-door poor to be dealt with solely by ntary and Christian liberality.

116. *Chairman.*] Do you think that that ht be a hardship upon them?—It might be a lship at first, and I have no doubt would lead ases of hardship for a considerable time, but I e such an opinion of the good Christian feeling he country that I think in course of time it ild take up the support of the outdoor poor.

117. *Lord Advocate.*] But you think that in transition that might be productive of cases ery considerable hardship?—I have no doubt ould.

118. But might it not lead to absolute starvn or something near it?—I have mentioned t it seems to me a very desperate remedy.

119. Mr. *Crum Ewing.*] You would not remend it yourself?—I would not take the reisibility of recommending it myself.

120. Mr. *Loch.*] Would it not throw the den of supporting those who remained upon charitable and willing, and exempt others m the burden?—Yes; you cannot get any neral system without inequalities.

121. Mr. *Ellice.*] In giving that opinion, do u put town parishes and rural parishes in the ne category?—No, I do not, because in rural rishes there are often not such resources to fall k upon as in towns.

122. *Chairman.*] Would you see any objecn to carrying out that suggestion of yours by acting that within a certain number of years thing but poorhouse relief should be given, so to give time for the necessary machinery to se to supplement it?—I would not like to take e responsibility of recommending that.

4123. Mr. *Anderson.*] Would not your sugstion have this effect, that those who are very arly in a state of pauperism now, but who are ing something to support themselves, and are tting partial assistance from the Board, would immediately reduced to a state of pauperism, d would have to go into the house?—I think at if there was proper outside organisation, ose people would be attended to, and that none ut badly-conducted people would go into the use. I think that the deserving poor would looked after.

4124. Mr. *Crum Ewing.*] You give this inion more as a theory than a thing pracable?—More as a theory.

4125. Not as a thing that you see your way being worked out?—No.

4126. Mr. *M'Lagan.*] Is it not the fact that e theory has been tried; that there is no outor relief in Ireland?—I understand so; but ey have not such resources as in this country.

4127. Mr. *Orr Ewing.*] It is a theory, but it might be carried into practice, you think?—I believe it will come to that practically.

4128. *Lord Advocate.*] Do you yourself see any practical remedy that could be applied to reduce the amount of pauperism or the amount of expense caused in the administration of the poorhouse?—I would like to see the house applied more strictly as a test than it is.

4129. Without limiting relief to that you would like to see it more strictly applied?—I certainly would.

4130. Do you think the expenditure upon the staff could be reduced, or is that excessive, in your opinion?—No, I do not think that upon the whole it is. It may be in certain cases; certain salaries may be larger than they ought to be; but I do not think you can get, for instance, an inspector, a man such as you ought to have, without paying him well, because he requires to be a man of some ability and of some education as well as an active man.

4131. And within your experience, has the rate at which such services can be acquired, increased in your neighbourhood?—It has; the rate of living over the country has increased.

4132. Is there any other cause that you know for the increase of the expenditure which is unquestionable?—I am not aware of any other cause.

4133. Sir *Thomas Colebrooke.*] Have you considered the expediency of altering the law of removal of paupers from one parish to another, because it has been suggested by more than one witness to this Committee that a pauper belonging to another parish might still be chargeable upon that parish, but that the pauper need not be removed from the parish in which the case of destitution arose?—It is often a case of hardship on the pauper. I think that upon the whole it is better to retain the law of settlement as it is.

4134. Still retaining the law of settlement, do you think it necessary that the pauper should be removed to the parish to which the settlement belongs?—It is often very hard upon the pauper to remove him.

4135. And you think that that part of the law might be altered without affecting the law of settlement?—I should like to see it altered. I have seen cases of hardship, in my opinion, from that cause.

4136. Mr. *Orr Ewing.*] But do you not often give relief to parties belonging to another parish and get the money from that parish?—Yes, constantly.

4137. Therefore the paupers are relieved without removal at present?—Yes, but their parish has the right to order them back to the parish of their settlement.

4138. *Chairman.*] The question really is this: would you think it desirable, in the interest of the pauper, to take away that right from the parish to order him to be sent back; would you give the option to the pauper to choose whether he should go back to the parish or remain where he was?—I do not think that to do away with the power would give satisfaction to the Board, because a board may have an idea that the parish where a pauper is residing is too liberal to him, and may say, "If that parish is giving so much as this, it seems to us too large a sum to give this man or woman, and we will order them here." There are cases, however, in which it is a hardship.

Rev. *J. C. Lees.*
4 June 1869.

4139. Sir *Edward Colebrooke.*] But that objection would not probably apply to cases where the relief was given in a workhouse, because the expense of maintenance in one workhouse and another would not differ much?—No, it would not; that would apply to the out-door poor more.

4140. Mr. *Orr Ewing.*] Would it not save in the expense of management, if you had the two parishes of Paisley combined in one?—My idea is, that there would be a great saving in the expense of management.

4141. And you would approve of that combination, so far as Paisley is concerned?—Yes, I would; but if there are Paisley witnesses coming to give evidence to the Committee, I would rather that they would speak to that.

4142. Mr. *Cameron.*] Which of the officials whom you have mentioned would you dispense with, if the two parishes were combined together?—We have a double system just now.

4143. Which of those officials could you dispense with, so as to make one officer a substitute for the two that there are at present?—I think that one smart inspector at a reasonable salary, with a clerk to write his minutes, would perhaps do for both parishes; then there is an expensive system of bookkeeping which costs double.

4144. As to the medical officers, might there be any saving of expenditure under that head?—I think so, but I will not speak with certainty there.

4145. And would one collector be sufficient?—One collector would do for the two parishes.

4146. Mr. *Ellice.*] I should like to hear from you, shortly and broadly, what the principal points are that you object to in the present system of the poor-law, and where you think that a remedy ought to be applied; in fact, what are the principal faults in the present system?—I would like to see in suburban parishes, such as my own, the constitution of the Board altered, or else the mandate system placed under restrictions; I would like to see the powers of committees defined, and the committees made subject to the review of the Board that appoints them; I would like to see Ireland and England pay for their own poor, or to be at the expense of removing them; I would wish to see those paupers that go about from parish to parish treated as impostors and punished.

4147. *Chairman.*] That is to say, you would wish a vagrant law?—Yes; I would wish to see men who deserted their wives and families punished criminally. A man, as it is at present, steals a loaf of bread, and the whole criminal machinery of the country is brought to bear upon him; but a man deserts his wife and family with impunity, and you can only get at him through an expensive process. I would like to see the mothers of illegitimate children always offered the house, wherever the doctor certifies them able to be removed to the house; I would like to see the poor-house test more rigidly applied; I am for giving a permissive power to boards to give relief to the able-bodied in times of commercial distress; I would make the support of a man's parents a common debt; I would render it imperative that the roll should be printed and put into the hands of members once a year before it is approved of; I would relieve the mother of an illegitimate child from the obligation to support her paramour in prison. I would put some restriction upon parties getting out of the house whenever the whim strikes them; I would have poorhouses on a less expensive scale for small families, especially in the Highlands, as I have already suggested; and I would have parishes, in certain cases, combined; I have spoken to the Abbey and the Burgh in Paisley, for example.

4148. Mr. *Ellice.*] You would wish that do compulsorily?—Yes, I would wish that the should be a person or persons, or the Board Supervision, to decide upon cases of settlemen I would wish all children invariably to be board out.

4149. That system, however, now exists?—Yes; but I would make it compulsory. I do not know that there is any other special poi that I would bring before the Committee.

4150. Mr. *M'Lagan.*] Has the question pensioning your officials ever come before yo Board?—There was a Bill drawn up for th purpose a year or two ago, and we had it und consideration, and, as far as I remember, o feeling was against it.

4151. Do you not think that it would in som instances facilitate the reduction of the expense if you had a power to give superannuation some poor and deserving official, and to appoi a better man in his place?—I think it is possib that it might in some cases be of service.

4152. But your Board, you think, is again superannuation?—I rather think that we we against it. If we pay a man well he ought provide for the future himself.

4153. Mr. *Fordyce.*] What advantages do y think would arise from applying the poorhou test more rigidly?—I think that it would redu the rates, and that it would lead many to com forward and support their relatives, who will n do so as long as they think that there is a hope of their getting out-door relief.

4154. It would lead to congregations assistin their members, I presume?—Yes.

4155. I suppose you are aware that there is great dislike to going to the poorhouse?—Yes.

4156. If the poorhouse test were applied rigidly, do you not think that it would have t effect of increasing vagrancy to a great extent —I do not know that it would, because we on offer the poor-house in cases where there is suspicion that the money that we give will n be properly spent. We only offer it in cas where we have suspicion of the moral charact of the parties, that they are not such parties will spend the money discreetly, or we offer where we think that the relatives are able support the party applying.

4157. In the case of a woman with illegitima children, is the poorhouse always offered?—Yes, in one parish.

4158. What becomes of these parties wh they refuse the poorhouse; do they not wand about the country?—I think that some of th become vagrants, but I believe the great number are supported by their friends, and charitable people who know them and help the to get on; and I believe a number of them a able to work, and do work.

4159. Sir *David Wedderburn.*] In the case illegitimate children, do you not think that would be well that greater facility should afforded by the law for rendering liable t father, or the putative father?—Yes, I ha given that opinion.

4160. You spoke, did you not, with regard husbands who deserted their wives?—Yes; a

I al

so spoke of the difficulty that the woman has he prosecutes, or the board, namely, that they e to lodge a certain sum for the man's maintance in prison.

161. Mr. *M'Lagan.*] Do you not think that would be better to limit the authority of the ndates from one statutory meeting to another, t is to say, for half-a-year?—Yes, I would e no objection to that, but a man might go oad, and a mandate for a year might answer purpose better, because he might not care ut giving a commission to a factor.

162. Mr. *Anderson.*] How are the blind dealt h?—We always board pauper children who blind in the Blind Asylum at Glasgow.

163. But what do you do in the case of ılts?—I do not think that we have any blind ıpers who are adults. I should say that what would do would be to give them aliment with ıe respectable people out of doors.

164. You would not insist on their going into house?—No, I do not think we would unless y were bad characters.

165. Mr. *Crum Ewing.*] Could you state the nber of mandates that have been held on your rd?—I can give the last number that was en in, it was a very large number, and some hem were given three for our years before; I l furnish the numbers.

166. Mr. *Loch.*] Are they professional gennen who hold these mandates, or what are y?—I do not want to particularise individuals, they are men in business, manufacturers.

167. *Chairman.*] Members of the board?—ey are members of the board.

168. Are the ministers of the several religious lies members of your board?—No, there is ıe of them but myself a member.

169. *Ex officio* you are?—I sit as a member urned from the Kirk Session, but I may sit right of my manse and glebe if I think proper sit in respect of that qualification.

170. How is it that ministers of the other igious bodies have not a seat at the board; do y not get elected?—I do not know that they e to sit on it. I have not the slightest doubt t any of the other clergymen in the town ght be elected if they wished. I have no doubt at the ratepayers would elect them if they had e slightest desire to be elected, because we ve a difficulty of getting people to act when cted.

4171. The question does not apply so much to arge parish like yours, but have you considered e question with reference to rural parishes, ıether the minister should sit on the board ere *ex officio*?—The minister can sit in right of s manse and glebe, which any other clergyman ıy do also if he is so fortunate as to have one.

4172. Do you not think that it would be sirable to take away that right which belongs one body, and put them all on the same foot-g?—Do you mean to prohibit the minister of e parish from sitting on the board?

4173. Not giving him the right to sit on it?—e has the right in virtue of having a manse and ebe above the value of 20 *l.*

4174. Mr. *Ellice.*] He can sit in the first ace by virtue of his office, and he can sit as a ritor in the second place?—In the first place a representative from the Kirk Session, and in e second as the possessor of an house and glebe ove the value of 20 *l.* per annum.

4175. *Chairman.*] If he sits in right of his manse he ought to be taxed, ought he not?—I have no objection, personally, to be taxed.

4176. There is an objection, is there not, especially in small rural parishes, where the minister and the Kirk Session may constitute even a majority, to their sitting on the board officially, not paying rates themselves, and yet administering the funds of other parties?—No elder can be admitted on the board without paying rates.

4177. Mr. *Miller.*] But the elders' rates may be very small?—They may; so may those of any other member of the board.

4178. But the other members would be elected by the ratepayers?—So are the elders elected.

4179. But they are only elected by a small body?—By the Kirk Session.

4180. *Chairman.*] You would agree that it might be an improvement, probably, to remove this privilege, and to place the different ministers on the same footing?—I would have no objection, personally, to pay rates, but it is a delicate matter for me to give a general opinion upon.

4181. How is it that in your parish the occupant pays a higher rate than the owner. I have a return here, presented to the House for the year ending May 1865, in which I find that in the Abbey parish the rate per pound levied was 10½ *d.* on owners, and on tenants and occupants 1 *s.* 2 *d.* in class 1, and 4 *d.* in class 2; how is it that the tenants are higher rated than the owner?—I am not prepared to give a reason for that.

4182. I see also that in the parish of Paisley the disproportion is still greater. The owner paid 1 *s.* 1 *d.* in the pound, and the occupant paid 3 *s.* 6 *d.* in the pound in class 1, 2 *s.* 3 *d.* in the pound in class 2, 1 *s.* 9 *d.* in the pound in class 3, and 1 *s.* 4 *d.* in the pound in class 4. So that in every class the occupant paid more than the owner, except class 5 and class 6?—That is so.

4183. Can you give any information on that point?—I am not prepared with any information on that subject.

4184. I think you stated that the average daily number of indoor paupers for 1868 was 290, and of outdoor 442?—Yes.

4185. The total then of the two classes of registered poor is 732?—Yes, the average number daily of all registered poor has been 732 for 1868.

4186. I find in this same Return for the year ending May 1865, that the number of poor on the roll in the Abbey parish is 1,641?—In that year I find by the Return I have in my hand that the average daily number of indoor poor was 225; the average number of outdoor registered poor, 517; the average number daily of all registered poor, 742; and the number of casual poor, 713. That is over 1,400 altogether. I cannot reconcile the discrepancy between that figure and the 1,641.

4187. How are your numbers taken; are they for one particular day or the number on the register throughout the whole twelve months?—I think it is the number on the register throughout the whole twelve months.

4188. Have you got the figures on a particular day; say on the 14th day of May?—No, I have not. It is merely the average daily number during the year that I have.

4189. Is that average number assumed to be on any one particular day?—I think it is the average number during the year.

4190. But during the whole year many paupers may come on the roll and go off again; they will not be on the roll for the whole year?—They come in as casual poor, I think.

Rev. *J. C. Lees.* 4 June 1869.

4191. Casual poor becomes registered poor the moment that a man is placed on the roll as a pauper?—Yes, the moment he is placed on the roll.

4192. I want, if possible, to ascertain the actual number on one day, if you can get at the statistics on this subject?—I can easily find that.

4193. You have given us the cost of management in the year 1853 and the year 1868, and you have also given us the total amount of your rate at present as 6,800 *l.*; I see by this Return ending May 1865, that it was then 6,970 *l.*; what was the total rate in 1853; can you give us that?—£. 6,456.

4194. As compared with 6,800 *l.* and odd, I think you said in 1868?—£. 6,800 exactly; that is the allocated assessment for 1868.

4195. That is an increase of 344 *l.*; is that due to increase in the wages?—I should say, to a large extent, it is; and the inspector says that under "management" are included some rates, "the Board having been found liable in police rates from which it was formerly exempted, and the asylum has also been increased, entailing a greater amount of expenditure for attendants."

4196. In what way were the Board responsible for rates?—We used not to pay police rates on the poorhouse; we now pay them.

4197. Mr. *Armitstead.*] Has there been any increasing expenditure in the keep of the inmates of the poorhouse, say as compared with 10 years or 20 years back?—The amount per head per annum in 1860-1 was 4 *s.* 2¼ *d.*; in 1861–2 it was 4 *s.* 3¼ *d.*; in 1862–3 it was 4 *s.* 5 *d.*; in 1863–4 it was 4 *s.* 10 *d.*; in 1864–5 it was 4 *s.* 11 *d.*; in 1865–6 it was 5 *s.* 5 *d.*; in 1866–7 it was 5 *s.* 8 *d.*; and in 1867–8 it was 5 *s.* 3 *d.*

4198. *Chairman.*] Is that in the house maintenance?—The keep of the in-door poor in the house.

4199. Mr. *Miller.*] That includes all expenses I suppose?—Yes, all expenses; the expenditure on them including salaries of in-door officials, medicines, and medical aid, but exclusive of poorhouse rent.

4200. Nothing upon the capital laid out on the house and the building?—No.

4201. *Chairman.*] What is the average allowance to the out-door poor?—These are the rates of aliment: able-bodied widows with children, 1 *s.* per week for each child; women partially disabled, 9 *d.* to 1 *s.* 6 *d.*; aged and infirm poor, 1 *s.* 6 *d.* to 3 *s.* 6 *d.*

4202. Three shillings and sixpence is the maximum to any one individual?—Yes.

4203. Mr. *Armitstead.*] I rather wanted to know whether the expenditure in respect of victualling has increased of late?—I think it has.

4204. Sir *Edward Colebrooke.*] Did that 2 *s.* 6 *d.* a week for children boarded out include clothing?—We give them clothing, and education besides.

4205. *Chairman.*] That is about the rate of allowance generally in the parishes in Scotland, is it not?—Yes; all the larger parishes round about us give much the same.

4206. Mr. *M'Lagan.*] Voluntary charity is not completely done away amongst the out-door paupers, is it?—There is a considerable amount of voluntary charity. The churches give a great deal to any members of theirs that may be poor; but we have not many such who are members of the churches.

4207. Are there not many receiving relief from the Kirk Session in Scotland who are not on the registered list of paupers?—Yes, a great many do. It is rather an object of ambition with churches to keep their poor off the roll.

4208. It would be impossible for out-door paupers to live on the pittance that was given them unless they received some charity besides, would it not?—I think they could not well live upon what some of them have unless they had. They like to get their rent paid, and they say, "If you will give us what will pay us our rent, we will get on pretty well."

4209. *Chairman.*] Can you give us any information about the mode of managing the poor before the Act of 1845 in the Abbey parish?—I can only speak from hearsay, and, as far as I have learnt, the old system had broken down.

4210. Was there any legal assessment in the Abbey parish before the Act of 1845; I mean under the old Scotch Acts?—I think there was; indeed I am almost certain there was.

4211. I think you said that the number of your poor had not much increased?—No, not greatly.

4212. Do you speak from the beginning of the Act?—No, I speak from 1861.

4213. But taking the time before that, I want to know whether you can give any evidence with reference to the effect of the new poor law in creating an increased number of paupers as compared with the old poor law?—No, I could not give any evidence upon that subject, but I have not the slightest doubt that it has increased the number of paupers.

4214. But from 1861 downwards, there has been no material increase?—No material increase.

4215. Have you ever turned your attention to the question of the incidence of taxation, as connected with our old system of means and substance?—I have thought a good deal of it, and I have consulted the law committee and the finance committee of the board, they being more competent to give an opinion than myself; and their idea is that assessment under means and substance would be unworkable.

4216. That would be under the old system I suppose, or do you mean to say that they do not see their way to tax the wealth of the country for the support of the poor?—They might think it right to tax it, but they do not see a way of carrying out their view.

4217. Have you ever considered the advisability of employing the income tax machinery?—Their feeling is that unless you had a national rate for the poor you could not raise money in that way by means of the income tax, because a man gets his income from various sources and various places and the income tax is deducted. He may get his income from railways or sources of that kind, for instance, and the income tax is deducted at the time.

4218. I see that you have an expenditure every year of 100 *l.* for your collector?—Yes.

4219. You might employ the Government collector, and save that expenditure. Even assume that you collected the rate as at present that collection might be effected by the income tax collector, might it not?—Well, I am sure that we should be very glad to get quit of the 100 *l.* a year, if we could.

4220. You have never considered that point perhaps?—I have considered it so far as raising th

e rates on means and substance goes, and we not think it can be done.

4221. But I am speaking now of a rate on ngible property; would there be any difficulty getting the excise officer, or the collector of xes in the district, to collect this additional tax ong with what he collects already?—We ould be very happy for him to do so.

4222. Mr. *Hamilton.*] You would be just as illing that the collector of county taxes should llect it?—I am willing that anybody should llect them, if we were saved the expense.

4223. Mr. *Orr Ewing.*] I suppose you would ink that if you got the assessor to collect the oney for you, you would require to pay him ore than he has now?—I should think so.

4224. *Chairman.*] With regard to means and bstance, have you ever considered this mode of tting the rate to avoid the difficulty which you inted out, as to residence and the origin of the come, to ascertain the gross amount of rate at would be required to meet the poor rate, d to levy a certain proportion of it upon lands d heritages as at present, adopting the princi- e of the poor law, levying so much on lands and ritages, and so much on means and substance; ith regard to the lands and heritages, you ould have no difficulty in getting the income x collector, or the property tax collector to llect rate on that. The remaining portion to be ntributed might be got out of the Consoli- ted Fund. In that way you would catch the ealth of the country; do you see any objection that?—My objection to taking anything out the Consolidated Fund is, that people have t the same feeling of responsibility in spending overnment money, or money from any other uarter, as money which comes out of their own ockets.

4225. But the proportion to be got from the onsolidated Fund would depend upon the propor- on taken from lands and heritages; the assess- ent on lands and heritages would introduce the conomical element in the expenditure; suppose hat every increase to be got from the Con- olidated Fund must depend upon an increase in he local taxation, namely, in the taxes in the nds and heritages, people would be very autious about increasing the taxation on lands nd heritages, and thus there would be an conomical principle to keep a check on the ncome, would there not?—I would have person- lly no objection to that.

4226. Take the case that an honourable Member has just suggested, of Government upplying 25 per cent. on the police rates; I do ot suppose it is found that the expenditure on he police rates is extravagant. If the country as to pay three-fourths of that, and the Govern- ent only pay one-fourth, and we have found hat that is a very economical administration, do ou see any difficulty in applying the same rinciple to the poor rate?—I have not looked t it in that aspect.

4227. You said that you had conferred with he law committee on the subject, did you not?—They did not take it up in that view, of part oming from the Consolidated Fund and part rom the locality.

4228. Mr. *Orr Ewing.*] But the real object of Government paying towards the police rate in hat way is, I presume, to induce the local autho- ities to have a greater police force, and to make he police more useful in the district on that account; would not the same thing happen in regard to the management of the poor by taking a half from the Consolidated Fund; that the locality would be more lavish in their expendi- ture of the half?—I would not like to give an opinion on that.

4229. Sir *David Wedderburn.*] Do you think it is a good arrangement that the medical officers should be liable to dismissal by the parochial boards without the concurrence of the Board of Supervision?—If they are so at present, I think it should not be the case.

4230. *Chairman.*] What are the terms for which your medical men are engaged; is it by the year?—They are engaged by the year.

4231. All, I presume, except the one who receives 50 *l.* a year, he being an officer, in fact, of the lunacy board?—We engage him, I think, for three years; the board of lunacy does not wish the medical officer of the house to be changed often.

4232. They have the control over the appoint- ment of the chief medical officer?—They have not exercised any control, but I think that is one of their recommendations, or regulations, that the officer should not be changed often because he gets acquainted with the patients and their par- ticular cases, and handing the asylum over to a new medical officer is not good.

4233. You are not aware that the parochial board have the power of dismissing their medical officers without consulting the Board of Super- vision?—I am not aware that they have, I do not think that they have.

4234. When you appoint a medical officer, you do not confer with the Board of Supervision? —No.

4235. When you appoint an inspector, you have to refer to the Board of Supervision, and get their sanction, have you not?—There has never been an inspector appointed under my *régime.*

4236. Mr. *Fordyce.*] Do you not appoint your medical officers annually?—Yes, but the lunatic asylum officer is appointed for three years.

4237. *Chairman.*] Do the medical men pro- vide the medicines, or are they supplied at a dispensary at the cost of the board?—We supply medicines. The medicines to out-door poor were in 1868, 79 *l.* 10 *s.* 4 *d.*, and to poor in the house, 14 *l.* 12 *s.* 8 *d.*

4238. That is, besides salaries?—Yes.

4239. Do you employ your medical men in what I would call preventive service, namely, attending parties who, if they were not cared for at the proper time, might eventually come on the poor roll, persons who are able-bodied, but from sickness, if neglected, might come on the poor- roll?—Yes, we do; we are very liberal in giving medical aid.

4240. Even to parties who are not objects of poor relief?—Yes, we are not very strict in that.

4241. Mr. *Miller.*] And medicine, too, perhaps?—And medicine, too.

4242. *Chairman.*] What proportion of your indoor poor are Irish?—I can only give you the proportion for the whole, 27 per cent.

4243. Mr. *Miller.*] Do you mean 27 per cent. of the population or of the paupers?—Of the paupers.

4244. *Chairman.*] You do not know whether the poorhouse test is more stringently applied to them than to others?—My own idea is that they

Rev. J. C. Lees.

4 June 1869.

are much on the same footing; we deal with each case separately, whatever country they may belong to.

4245. But in the case of paupers removed to Ireland and who come back by the same boat, do you not send those into the poorhouse?—I am not exactly sure what course we follow in regard to those who come back.

4246. That might be a means of checking the return of those parties?—Yes, I do not think that they are entitled to claim relief when they come back in that way.

4247. Then do you refuse it?—Well, if we were really bound to give relief, I should think we would offer the house in that case.

4248. You cannot speak positively to that?—I cannot speak positively to those points.

4249. With regard to your suggestions about limiting the power of going out of the poorhouse, in what way would you suggest that that should be done?—I would leave a great deal in the discretion of the house committee and of the governor himself; if he thought that parties went out from mere frivolous causes, I would say that the second time they came, they should not let them out without 48 hours' notice, and I would double the time in that way till it reached a certain time.

4250. We have had a suggestion to this effect from witnesses from Glasgow, that for each time a man wished to go out, he should give an additional 24 hours' notice; is that your idea?—Yes.

4251. Leaving at the same time a discretion, either in the house committee or the governor, of dispensing with that notice, if they thought the party went out for a proper object?—Yes.

4252. Sir *David Wedderburn.*] Do you not think that the Board of Supervision would discharge more satisfactorily the duties which devolve on it under the Public Health Act if the medical profession were adequately represented on that board?—I do not like to give any opinion as to the way in which the Board of Supervision discharges its duties.

4253. You have no special experience in that department of their duties?—No; but speaking generally, I should think they would be better for having the advice and assistance of medical men.

4254. *Chairman.*] Though you may not be inclined to give any opinion yourself, have you heard any facts stated supporting the opinion that the Board of Supervision does not regulate the poor law in a proper way?—Do you mean to ask what I think the general opinion of the country is in regard to the Board of Supervision?

4255. What is the opinion of your own parochial board?—Their opinion and my own opinion is, that upon the whole the Board of Supervision has done tolerably well.

4256. Have they expressed any opinion of any improvements that might be made upon that board?—We would like to see an officer either in connection with the Board of Supervision or separate, adjudicating on cases of settlement.

4257. Mr. *Orr Ewing.*] But that is a defect, is it not, in the law as it is, rather than in the Board of Supervision?—We have not been brought very closely in contact with the Board of Supervision, except in that case that I referred to about the power of committees, and there, I think, they did not do well.

4258. *Chairman.*] That was a question of law under the Act?—Yes.

4259. Mr. *Crum Ewing.*] Except in that case have you heard your board express any dissatisfaction with the Board of Supervision?—No, I have not.

4260. But rather the reverse, I suppose?—Well, I have not heard them give them any praise.

4261. *Chairman.*] I suppose it would meet your views, supposing that the Board of Supervision were maintained, that in a case of disputed settlement the two parishes should agree upon a statement of the case to the board, and that the board should decide it?—Yes.

4262. That would avoid the expense (which is the great expense) of employing legal agents to argue the case?—Yes; I would be satisfied with any system that partook of the character of arbitration.

4263. But with reference to settlement, I understand that you yourselves have had no difficulty; you have found the parishes that you have had to deal with willing to arbitrate, and have not had the evils of a heavy law expense?—No, I think, where the inspectors are men of good sense, they will come to an amicable arrangement.

4264. What is your opinion about the present jurisdiction of the sheriff in deciding whether a pauper should be put on the roll or not?—I think that you would require to have some local authority, but I think that the sheriff should hear the parties, or, at least, the party should bring him a certificate of refusal from the inspector; he should not judge offhand.

4265. Practically, the inspector at present is not equal to attending all these cases, because they are so numerous in which the pauper goes to the sheriff?—I would have the inspector give him a certificate of refusal, and he should take that to the sheriff. Many who have been refused relief do go to the sheriff and tell him a plausible story, and he adjudicates.

4266. But the very fact that they go to the sheriff is evidence that they have been refused relief, is it not?—I meant parties that we have offered the house to; they go and say that they were refused relief; but I would have them bring a certificate of refusal to the sheriff.

4267. But would it not be better to do away with the sheriff's jurisdiction altogether; a certificate that a man has been offered and refused the poorhouse is held by the Board of Supervision to be an offer of relief; if that is the only certificate, would it not be better to do away with the sheriff's jurisdiction entirely?—We are not much troubled with the sheriff's decisions, because if we think that they are unjust and improper, and not in accordance with the fact, we offer the house. The law committee, however, think that, upon the whole, it is not desirable to abolish the jurisdiction of the sheriff.

4268. Mr. *Fordyce.*] Can you give us any statistics as to the number who are offered the house and refuse it?—One in three, I should think, accepts the house.

4269. Mr. *Miller.*] Do you find it rather an expensive process to contest before the sheriff the admission of a pauper on to the roll; we have had evidence that parochial boards are deterred from going before the sheriff in consequence of the expense; I do not know what your experience may be in that matter?—Well, I think that we have very seldom entered an appearance before the sheriff.

270. Is that in consequence of the expense, what?—Well, we have a feeling that we will to keep out of as much legal expenses as sible.

271. Mr. *Fordyce.*] With regard to out-door ef, is it your opinion that undoubted paupers entitled to needful sustenation from the rates ne, without taking into account any other rces of income?—We take into account all r sources of income, but we do not pry closely, instance, into any little dole that they may from the church with which they are con- ted.

272. *Chairman.*] Have you any mortifica- ns in the Abbey parish?—I do not think that re are many; I think only one or two to a all amount.

273. Are these handed over to the parochial rd?—They are handed over to the parochial rd with the exception of two. All those that e given to the Kirk Session for the benefit of poor are handed over to the parochial board, there are two mortifications which produced . last year, which are vested in the ministers nselves.

274. What is the object of these mortifica- ns; they are not for the poor?—They are not the poor generally, they are for the poor in cial districts of the parish, and they are vested he ministers, and the ministers with certain er trustees have the administration of them.

275. Are all these taken into account when relieve paupers in those districts?—The re- from those sources is very small; it is given shillings and half-crowns once a year.

276. Mr. *Orr Ewing.*] It is not given to pau- s I suppose, but to people who are not very l off?—Yes; we give to none, or only to very who are on the roll.

277. *Chairman.*] Practically, in your parish, have complied with the Act in that respect? Yes, in handing it over.

278. With regard to the church-door collec- ns, how are they administered: is any portion hat handed over to the parochial board?—No, he of it is handed over to the parochial board; give a return of our church-door collections ry year to the Board of Supervision. They quire a return, but a great portion of that goes giving relief to decent people, and trying to lp them on and keep them off the roll as much possible.

4279. Do the Board of Supervision require y statement of the mode in which you admi- ter this fund, or merely to return the amount u receive?—I cannot be positive as to the mer; but they do require a return of the nount from us.

4280. Mr. *Fordyce.*] Do you know what their ject is in requiring that return?—I suppose eir idea is that a church, for instance, might ve it to supplement the stipend of its clergy- an, instead of giving it to the poor. It is just see that the poor really get it.

4281. *Chairman.*] As minister of the parish, I esume that you must be brought constantly into rsonal contact with the poor, besides being a ember of the parochial board, in your capacity minister?—Yes, to a large extent.

4282. Can you give us any evidence of the ews of the paupers themselves with regard to ae law and the state of it?—You always hear aupers grumble that they do not get enough, nd you always, as far as my experience goes, hear great laments against the officials, and they are not satisfied, with the exception of some few decent old women, who are thankful to get their rent paid, and are content with that.

4283. Is it your opinion, that these complaints, or any of them, are well founded?—It depends upon the point of view from which you regard them. If I wish to do justice to all parties, ratepayers as well as paupers, I would say that they are not well founded.

4284. In no appreciable proportion?—In no appreciable proportion.

4285. For practical purposes, may I take it as your opinion, that the poor are sufficiently well cared for, considered in relation to the condition of the labouring classes, for that is the proper test?—Well, of course they are not so well off as the labouring classes, but I think it only just that the poor should receive a decent maintenance. I do not think it just that they should be put in the same position as a labouring man with a good income. I think it only just to all parties that they should receive a decent and sufficient maintenance.

4286. But you must always have regard to the general condition of the labouring classes?—Yes.

4287. And taking that as your measure, may I take it that your opinion is that the poor are sufficiently well cared for?—It is my opinion that they are so, between the relief they receive from the parish and what they might get from charitable individuals.

4288. Many of them are able to do a little work for themselves?—Yes, a great many. The old women do a little spinning, or clean houses, or wash, and various things of that sort.

4289. And do they do any work in the poor-house?—Yes, not much work; old people tease yarn, and we have set up a weaving shop for one or two men who are able to weave; and who prefer working at that to being idle.

4290. You have been asked some questions with regard to the causes of pauperism, and you stated that one was that the poor ratepayers look upon the rate as a sort of insurance fund; I gathered you to say that you would not therefore limit the amount upon which the taxation should be levied; that you would not keep it at a particular level, say the income tax level, or any other level; you would still see no reason for altering the incidence of the rate?—No, I would not alter it, because a man who may be in good wages may become poor almost suddenly.

4291. But then, with regard to the alteration that has arisen in the habits of the people, their neglecting, as it is stated, to maintain their own relatives, children to maintain their parents, or parents to maintain their children; do you not think that they have a right to say, "As we contribute to that insurance fund, we cannot both contribute to the poor rate, and also maintain our poor relatives"?—Do you mean that those who maintain their relatives should be exempted? I would be willing, if I saw a man struggling hard, and yet supporting his father and mother, to exempt him from the rates.

4292. There are a large number of ratepayers who cannot afford to pay both, we may take it?—In such cases we do exempt them now. In relieving from assessment, each individual case is understood to be dealt with. As to those who are just on the verge of pauperism, and who are striving to maintain their fathers or mothers, if they

Rev. *J. C. Lees.*
4 June 1869.

they ask us to exempt them from paying rates, I think we would exempt them now; we would not insist on their paying.

4293. Did you ever assess on means and substance in the Abbey parish?—Yes, I understand that we did.

4294. Can you say whether that was continued until the Act of 1861, which abolished assessment on means and substance?—I cannot exactly say how long it was continued, but I know the feeling is that it did not work satisfactorily.

4295. The other cause, you say, of pauperism, is the drinking habits of the people?—Yes.

4296. Have you any legislation to suggest upon that?—No, I would not suggest any legislation; but I know it for a fact, for I have gone over the roll often with the inspector, and I know it is his opinion, as well as my own, and the opinion of all that have gone over the roll minutely, that three-fourths of the cases on the roll are attribu table to drink, directly or indirectly.

4297. Do you mean that drink has disabled them and made them proper objects of relief?—Sometimes it has done that, and sometimes it has affected their dependants, but one way or another I believe three-fourths of those on the roll are there through the drinking customs.

4298. But, strictly speaking, the only objects of relief in the Scotch poor are those who are unable to earn their own living?—Their friends, if they were sober, decent people, would try and keep them off the roll.

4299. But they would not be objects proper to be put on the roll unless they were within the terms of the Act entitled to relief?—Certainly not.

4300. Then, do you mean to say that the habits of drink lead them into a dissolute state that prevents their getting work, or that it is the habits of drink that create illness and absolute physical inability?—Yes, and put them in such a position that they cannot maintain their relatives, whom they otherwise would have maintained.

4301. Mr. *Orr Ewing.*] It brings on premature old age?—Yes.

4302. Mr. *Armitstead.*] I suppose that they spend on drink what they ought to spend on food?—Yes.

4303. Have you any suggestions to meet that evil in any way?—No legislative measures to suggest.

4304. *Chairman.*] You mean that these parties waste their substance, and are unable to support their dependants, and that these dependants therefore come on the roll?—Yes.

4305. Not the parties themselves?—Sometimes the parties themselves, for they spend their money in drink, and make no provision for an evil day.

4306. But if they are able-bodied, they are not proper objects for relief?—But when they become disabled, their moral feeling being broken down, they go at once and ask for relief, whereas if they had been pretty well sober people, they might have kept themselves on their earnings.

4307. I presume you consider that there is nothing but education and moral influence that can remedy that?—No, I do not know of anything else.

4308. Have you at all considered the question of the deductions under the Poor Law Act?—No, I have not gone into that.

4309. With reference to the question of combining parishes, there is a permissive power of combination under the Act now?—Yes, I am aware that there is.

4310. You are aware that there is only one instance where that has been carried into effect, namely, in Islay?—Yes.

4311. And they have got an Act of Parliament to get divorced?—Yes.

4312. Do you know at all whether the circumstances there were such as would not operate to any other places where you would wish combinations to take place?—I think that where you combine too many together it will have the effect; but I think there are cases where two parishes might combine to mutual advantage.

4313. And more especially in the cases of towns?—Yes.

4314. Have you ever endeavoured to get a combination in Paisley?—No; in my time, at least, it has never been tried; but I have had a feeling, and the general idea is, that a good deal of expense might be saved in management by combination.

4315. Is there any difference in the rates such as to make it an objection to the combination?—The rates are various. I think that the Paisley witnesses would be better able to speak in regard to the rates of their burgh. I have a note of their rates, but they have a great many classifications.

4316. You have said that you do not see any ground for altering the law of settlement; do you not think that there is a great deal of objection to the present law from the fact that owing to towns having different parishes in them, but no combination, a man may never gain a settlement at all in the place where his industry has been exercised?—I think that if you combine the different parishes in a town, you would get over that objection.

4317. Have you considered the question of abolishing the law of settlement altogether, and letting a man be relieved where he happens to fall into destitution, with the condition that if he gets relief there that should be his only place of settlement?—When people are nearly broken down in the country they all come trooping into the towns, and practically the burden would fall tremendously upon the towns if you did that. When a man finds things going against him in any country parish he makes for the towns, and he becomes there an object of relief, and it would hardly be fair to make the towns support that man when he had spent the best of his days in the country.

4318. Do you find, as a fact, that they do come into the towns in that way from the villages?—Yes; but I cannot give statistics of that.

4319. Do you find a tendency existing in any country parishes to drive the labourers out of the parishes into the towns?—No; I never saw anything of that.

4320. Mr. *Miller.*] They come into the towns in search of work?—Yes.

4321. And they must be there a certain number of years before acquiring settlement?—Yes.

4322. Mr. *Hamilton.*] Have you ever considered the propriety of increasing the number of years' residence required for a settlement?—Our inspector, I believe, thinks that if it were made seven years it would be better, particularly in the case of the Irish. I do not see that it would make any great difference myself.

4323. *Chairman.*] Who are the parties on your board who deal with questions of exemption from

rates?—The finance committee takes them

324. Are you a member of that committee?—I am a member of all committees.

325. Can you tell us whether there are a very proportion who apply?—I can tell you the unt that we have relieved. "Relieved from erty in 1868, 408 *l.* –*s.* 7 *d.*"

326. Have you the number of individuals?—the number of individuals is not given, but ked the inspector to give me his notion about , and he says, "in relieving from assessment, individual case is understood to be dealt h, inability to pay being the only ground of mption. Those principally relieved are all ies in receipt of parochial aid. Widows with ty incomes, and labourers, weavers, &c., who not, for the time being, in regular employ- t." We deal with every case separately, and dicate upon it.

327. Can you give us the figures?—I cannot the number of individuals.

328. Or the proportion of the sexes applying?—I can only give you the amount that their ssment represented, which I have already ed.

329. Has there been any increase, to your wledge, since the passing of the late Reform , in the number applying for exemption?—No.

330. Or any diminution?—No.

331. It has produced no alteration?—The sh was the better for it; I think the collector me 20 *l.*, or something like that.

332. But it made no material difference?—material difference, one way or the other.

333. We had evidence that in some places it a considerable effect; that is not your expe- ce?—It had not with us.

334. Mr. *Fordyce.*] In regard to church-door ections, is it your opinion that the Kirk sion have the absolute disposal of those?—I erstand that they have.

335. *Chairman.*] With regard to children t are boarded out, how often are they visited? We have a committee; and our inspector visits m continually, whenever he goes into the ghbourhood; and when we have a meeting of relief committee, we often ask, "When did see any of the children?" and we ask for the erent cases. The sub-committee visit them once a year, and I think we have agreed to visit them twice a year for the future. And if I happen to be in any of the villages, I visit them often myself.

4336. On an average, how often are they seen by some member of the board; once a month?—Not so often. They are seen by a committee once a year, and the inspector sees them much oftener, because if he is in the neighbourhood on any business he goes and sees them from time to time.

4337. There are no stated times for your visits?—No, we generally visit them towards the beginning of winter.

4338. Do the inspectors of the parishes in which they happen to be boarded out visit them, and report to you?—Yes, they do; they are very civil in that way, looking after them.

4339. They keep a sort of general superintendence over them?—Yes.

4340. Mr. *Orr Ewing.*] But is it not the case, that the Board of Supervision has an inspector who makes it his special business to visit these children?—No.

4341. Sir *David Wedderburn.*] What is the minimum age at which you board out children?—As soon as we can, say about two years old.

4342. Not infants?—No.

4343. *Chairman.*] In what part of the country do you generally board them out, in the neighbourhood of Paisley, or in the Highlands?—We do not like to board them out so far away that any members of the board could not see them; we like to have them, as much as possible, under our own eye.

4344. Do you send any of them to the Island of Arran?—No.

4345. Or to Ardrossan or Saltcotes?—No, we put them where they are likely to get work when they grow up.

4346. They are generally healthy children, and therefore you do not require to send them to the seaports?—No; I daresay if we had a case where the child's health would be better, we would send him to a seaport.

4347. Mr. *Fordyce.*] Are you aware that the ministers and elders of *quoad sacra* parishes are not eligible for the parochial board?—We have none of them on our board; I do not like to give an opinion on a point of law.

Tuesday, 8th June 1869.

MEMBERS PRESENT:

Mr. Anderson.	Mr. John Hamilton.
Sir Robert Anstruther.	Lord Advocate.
Mr. Armitstead.	Mr. Mackintosh.
Mr. Crauford.	Mr. Miller.
Mr. Ellice.	Sir Graham Montgomery.
Mr. Crum Ewing.	Mr. Arthur Peel.
Mr. Orr Ewing.	Sir David Wedderburn.
Mr. Fordyce.	

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

The Rev. Dr. Begg, called in; and Examined.

Rev. Dr. *Begg.*

8 June 1869.

4348. Mr. *Miller.*] You are a Clergyman in Scotland?—Yes.

4349. You were first, I think, in the Established Church, and then in the Free Church?—Yes.

4350. In what parish were you?—I was minister in the parish of Liberton for eight years; I was a parish minister for three years before, but in connection with that parish we were not called upon to administer the poor law. In the parish of Liberton, I had to do with the administration of the poor law directly for eight years, and previously to that I saw a good deal of the administration of the poor law in connection with my father, who was a parish minister at New Monkland for 40 years. I have also seen a little of the administration of the new poor law, because I had a small property at Liberton. After I ceased to be minister there, I resided there for some years; I attended the parochial board, and examined into the working of the system a little, and I have generally paid considerable attention to the social state of the people of Scotland.

4351. Liberton is within three miles of Edinburgh, or so?—Yes, the parish touches Edinburgh, and stretches for a considerable distance towards the south from Edinburgh; it is three or four miles broad, and about seven miles long.

4352. Would you be kind enough to state to the Committee your experience of the working of the old law, that is the law previous to the Act of 1845?—The population of the parish of Liberton at the time when I became minister of it, according to the census of 1831, was 4,063. I see that the population of it, by the last census, is considerably diminished, namely, to 3,507. As soon as I became minister in the parish, my attention was called to the state of pauperism, and I afterwards prepared a report, which was fully ratified by the Kirk Session, and which I submitted to the heritors, in regard to what I thought to be the prevailing causes of the pauperism which did exist. I hold a copy of that report in my hand. In that report, I first of all traced the origin of pauperism from its commencement. T first assessment was made there in 1795, an traced the assessment down to, and during t of, my own incumbency, which began in 183

4353. *Chairman.*] Was that a legal ass ment in 1795?—The legal assessment began 1795 under the old law. Of course that ass ment was coupled with collections at the chu doors, and various other modes of supporting poor. The whole assessment for four ye before I became minister was 1,700 *l.*, and whole assessment for four years before I m this report, that is, up to 1839, was 1,25 being a considerable diminution. In other wo we were diminishing the assessment, and in t I was in hopes of being able altogether to rem it; whereas I observe that under the new syst the sum in the last report is 1,294 *l.* 4 *s.* 6 with a reduced population of only 3,507. I p haps may refer to that again afterwards, bu should like to say to the Committee that duri that period there was a very strong discussion Scotland upon the propriety of entirely changi the administration of the poor law; and I thi that it would be of great value if the reports t were prepared during that time, especially a port in 1839 laid before the General Assemb and a report in 1841 laid also before the Asse bly, and prepared by Mr. Dunlop, the late Me ber for Greenock, were furnished to this Co mittee. They would throw considerable lig upon the ideas that then prevailed in regard the propriety, or otherwise, of altering the adn nistration of the poor law as it then existed.

4354. These perhaps were taken notice of the Royal Commission of 1843?—Very like There was a much earlier report, but I have n been able to lay my hand upon it, by Sir Hen Moncrieff. In that discussion, which was co ducted on the one hand by Dr. Alison and Mr. Monypenny, commonly called Lord P milly, on the other, I observe that the whole su expended on the administration of poor relief Scotland was about 140,000 *l.*, half of that bei by assessment. At that time there were upwar

0 parishes unassessed, and there were between and 300 subjected to an assessment. But roposal of Dr. Alison at that time was that 40,000 *l.* should be increased to 800,000 *l.*, ther words, he proposed at that time very h what has since taken place. Here, for nple, is an extract from his pamphlet on the ect. "I think the assessment which is im- d should be everywhere very considerably than it now is, and that the allowances to ws and orphans, aged, disabled, and impo- persons, should be much raised. If we were t in the same way as the unions formed in land, under the present administration of the laws, we should expend in Scotland nearly 000 *l.* instead of 140,000 *l.*; of course it ld not be advisable to make so great a change enly, but this sum may be regarded as a to which, judging from the experience of land, I have not the smallest doubt that we t gradually approach, with great benefit, not immediately, but permanently, to the poor, no real injury to any class of the com- ity." ("Management of the Poor in Scot- ," &c., p. 177. Blackwood: Edinburgh, .) Afterwards it is said: "The pensions he disabled poor and widows and orphans ld be at least doubled." That was written Dr. Alison, a very amiable and benevolent ; but it is very remarkable in reading that ission now, as between Lord Pitmilly and Dr. n as it seems to me, that all that Dr. Alison ipated as the result of this large expenditure oney which we have now been brought to in land has been proved to be erroneous. His ulations have been proved to be erroneous, think, and all the estimates and calculations Lord Pitmilly have been fully warranted. theory that prevailed, of course, in Scotland not that there should be no poor law, for we had a poor law for three centuries in Scotland, the theory of the old system was, that the law should be kept in abeyance as much as ible, and that by its being administered by men would thoroughly scrutinize all the cases, and relief only where relief was likely to be of ntage, they should to a large extent neutra- the operation of the mere legal element in the inistration of relief; whereas the theory of Dr. on was that pauperism was very much a fixed ntity, and that it should be dealt with by the inistration of so much money, and that the inistration of money would meet the evil.

355. Have you a record of Lord Pitmilly's nion?—Yes; here is what Lord Pitmilly says: We are fairly warned that instead of an ex- diture on the poor as at present of 140,000 *l.*, must calculate on an outlay of 800,000 *l.*; and must perceive that, in all probability, even t sum would gradually be exceeded when a tem, the expense of which is proved by ex- ience to be naturally and irresistably pro- ssive to an amount indefinite and unlimited, uld be put in full and active operation." ("Pro- ed alteration of the Scottish Poor Laws," p. William White: Edinburgh, 1840). That what Lord Pitmilly says in reference to Dr. son's proposal. It is important also to keep view that, previous to the alteration in 1845, re were 7,542 men giving their gratuitous istance in the management of the poor, includ- ministers and elders and others; that is to say, average of nearly eight in each parish in otland.

).42.

4356. Mr. *Ellice.*] How do you make that out?—It appears from a return that was made to the Assembly, and which was quoted by Lord Pitmilly in his pamphlet; it appears in a report that I think it desirable that you should get.

4357. You refer to voluntary service?—We had the voluntary services of all those men, and a large sum from the collections at the church doors and other sources.

4358. Mr. *Hamilton.*] Were those men engaged in visiting the poor?—Yes, those men visited the poor, and the truth is that we knew every case of a poor person; I knew by head mark every poor person in the parish, and they knew perfectly well that they could not impose upon us, because we knew their cases exactly; I believe that that was one of the great secrets in the old system of administration, that ordinarily they did not attempt to impose upon us.

4359. How did those men know the cases more than the parochial board do now?—I do not know that they knew them more than the parochial board *may* know them now; but I rather think that in those small parishes, at least, there was then an intimate acquaintance with the population which does not exist at present so far as I can see, because I think that the matter is left very much now to inspectors.

4360. Mr. *Crum Ewing.*] Were these 7000 people chiefly or altogether members of the Kirk Session?—They were ministers and elders chiefly.

4361. Entirely belonging to the Established Church?—Of course, speaking generally.

4362. Mr. *Ellice.*] I suppose you do not mean to say that the voluntary efforts to look after the poor were entirely confined to the members of the Established Church?—By no means; I am speaking at present of the legal administration under the old law. My object is simply to explain the state of things that existed previous to 1845.

4363. *Chairman.*] In fact previous to 1843, the disruption?—Yes; but of course it went on till 1845.

4364. Mr. *Miller.*] Then this question of the poor law was anxiously looked into by the general assembly of the Church of Scotland at frequent periods?—Very anxiously. I find, for example, that the General Assembly in 1839 passed a vote of thanks to Lord Pitmilly for his exertions in maintaining the old system. (*See* his pamphlet, 1840, p. 4.) There was a very great anxiety on the part of the church at that time. Of course Dr. Chalmers took a very prominent interest in it, and I believe that if his advice had been taken, and if the parishes had been divided, very great practical results would have followed. But still we do not require to look at that; that is passed now. In reference to the Act of 1845, I believe that it had this connection with the disruption, that the disruption so completely shattered the whole parochial system that it was found that practically the old system could not be worked, and then the new Act of 1845 was introduced. It seems to me that there were very material disadvantages connected with that law, even assuming that the change was a desirable change in itself. Perhaps the Committee might like to hear what I think on that subject. Of course the new law of 1845 was intended to supersede virtually the old system of poor law administration in Scotland and to introduce substantially the English system; but the English system with one important quali-

Rev. Dr. *Begg.*

8 June 1869.

fication, namely, that we were to have workhouses but no power to compel the poor to work, because the theory of Scotland has always been that able-bodied poor are not entitled to relief. Now I think that, even assuming that it was desirable to make the alteration, (and I do not think it was myself) there were and are some very great defects in that act of 1845. For example, I think that the central board ought to have been made to consist, to a much larger extent, of men practically acquainted with the administration of the poor in Scotland, and I think that that board ought to have been made to meet in public. I believe that if it had consisted to a larger extent of men practically acquainted with the subject, and if it had met in public, the effect would have been that the public opinion of Scotland would have checked its operation very considerably, and very beneficially. Besides, I think that the very fact of a central board putting all the poor boards of Scotland, as it were, under a complete arrest, so that they could only move as the general board instructed them to move, was a pernicious thing. My experience of the old system is that a great advantage resulted from the freedom of action that was allowed to the local boards, and that the arrest which has been laid by the action of this central board upon the local administration has not been an advantage. Then I think that the machinery of the local boards is, to a considerable extent, imperfect. Landlords who have 20 *l.* a year and upwards of valuation sit in those parochial boards as a matter of right, but tenants, although they pay an equal sum, do not sit as a matter of right, but are only eligible. Now I am pretty sure that in many parishes (I should say, for example, that Liberton is one of them) the tenants know the population better than many of the landlords. Some of the landlords being non-resident know comparatively little of the population; whereas the tenants being resident and having the same interest know the population better. The collections, moreover, that were formerly administered as part of the poor's fund are now administered by the Minister and Kirk Session, apart altogether from the ordinary poor's fund; and the old bequests which formed part of our fund have, to a large extent, been held to belong to the Kirk Session as distinguished from the poor's board. I think that that has not been an advantage.

4365. *Chairman.*] That was not the intention of the Act, I believe; but has resulted from a decision of the Court of Session upon the Act?—Yes; we took an opinion in the parish of Liberton on that subject, and I must say that I was somewhat astonished to find that it was the opinion that that was the meaning of the Act. I agree with you in thinking that that does not seem to have been the intention of the Act; but in reality that has been the effect of the Act, and I think it has been in reality a decidedly injurious effect. Then, of course, I would not say one word about the parish minister sitting in the new Board as he sat in the old Board, except on this ground: that I think that, inasmuch as the parish ministers are exempted from poor rates, it is somewhat an awkward principle that a man should administer the funds of others whilst he does not contribute to the fund himself. Indeed, I think that it would be a desirable thing to get local poor boards re-enforced by resident men, ministers or others of intelligence, and who have an interest in the question of the poor; but I think that the peculiarit making the parish minister sit in the bo whilst he has been exempted from poors' ra has been an injurious feature in the new syst Then, it appears to me that the Valuation of Scotland increased these evils by certain finitions in the interpretation clauses, to effect, "The following words and expressi when used in this Act, shall in the construct thereof he interpreted as follows, except w the nature of the provision or the context of Act shall exclude, or be repugnant to, such c struction; (that is to say) the expression la and heritages shall extend to and include lands, houses, shootings, and deer forests, wh such shootings or deer forests are actu let; fishings, woods, copse, and underwood, fr which revenue is actually derived." Now seems to me that the fact of a subject being should not be the test if the subject is really value; and, in fact, I would say that in the c of deer forests it is an extremely mischiev provision; because, whilst a piece of land under sheep, for example, it is assessed for poor. If you turn it into a deer forest, and not let it, it is exempted from taxation.

4366. Mr. *Ellice.*] Do you state that as a fa —Yes, I state it as a fact.

4367. *Lord Advocate.*] Is it not that the va of the shooting or the forest is only to reckoned when it is let, and that when ground not let, being in the hands of the proprietor is taken at its agricultural value?—I aske man at Inverness who has to do with la shootings whether that was the interpretation put on deer forests, and he assured me tha was; that a deer forest, held in the hands o proprietor, is not valued according to this int pretation clause. Then, I know that in reg to the other class of cases, we took an opin also of counsel at Liberton about it with reg to shrubberies, which were pretty extensive that parish, whether these shrubberies could valued as good land. Our opinion was that th should be valued according to what they mi produce, and not according to what they produce; that if a man chose to turn his la into a shrubbery, it should not be valued at h for that reason; but this interpretation cla was held to signify that "copse and underwoo could only be assessed on what revenue actually derived from them.

4368. The rule is that the land should be valu at the amount which, year by year, a ten would give for it; that is the general rule. you suppose that, in the case of deer forests, t agricultural value is excluded altogether?— suppose you will find that it is as I have state that is the amount of the information that I ha received; that the application of this clause is the effect that land used as a deer forest, and he by the owner, and not let, is not taxable; ar also, we found that the actual interpretation the clause, where it says, "Copse and underwo from which revenue is actually derived," w that the under wood and copse wood, and shru beries, and so forth, were not to be valu according to the real value of the land, b simply according to what grass you might c from under the bushes, and so forth, which wou amount to nothing.

4369. Mr. *Orr Ewing.*] Is it not the c that all shootings that are let are assessed? Yes.

4370. Shootin

370. Shootings that are not let, in the hands ne proprietor, are not assessed?—No.

371. Mr. *Ellice.*] On that shrubbery ques- , you are instancing some case that you knew he parish of Liberton, was the house and e to which those shrubberies were attached valued upon the rental, that it would fetch residence?—I cannot answer that.

372. Do you not suppose that the shrubberies e part of the amenity of the place that would t the rent?—It was not a case of property ually let at all, because that would have led it.

373. *Lord Advocate.*] But was it the case of mansion of a proprietor which was valued at rent that it would pay year by year?—I can- exactly answer that, but I know the case was ed, and submitted to counsel and decided as I e stated.

374. Sir *Robert Anstruther.*] It would be very rable to know what these shrubberies are; they shrubberies in the middle of a field or themselves, or attached to a house?—Attached house.

375. Mr. *Orr Ewing.*] Is it the case that they valued along with the house?—It is not a stion of being valued, it is a question of the de of valuing them. This interpretation clause to the effect that they shall only be valued ording to the revenue which is actually de- ed; and we found that the revenue actually ived was practically nothing, because it was ply such grass as you might cut from below se shrubs.

376. *Lord Advocate.*] The proprietor keeps t as part of the amenity of his place, and it s into the value of his place generally, he does mean to cut it, though he might make 200 *l.* 300 *l.* a year out of it. Is it quite reasonable tax him on this 200 *l.* or 300 *l.* a year that he ght make?—It seems to me that practically se houses in the country are not valued ac- ding to their actual worth, they are valued at lower rate, and there ought to be a taxation the land which is all equally good. If you oose to turn a large piece of it into shrubbery, at is no reason why it should not be subjected the same fair assessment as it would be subject if you did not turn it into shrubbery.

4377. I think that there is something to say that point; these mansion-houses are not lued up to that?—Quite so.

4378. Mr. *Orr Ewing.*] But what you propose that the land occupied as ornamental ground ould be valued at what it is worth as agri- ltural ground?—Certainly.

4379. And that the house should be valued parately?—That the house should be valued its proper worth; but that the mere turning a piece of land into a shrubbery should not event its being taxed according to its proper rth as a piece of land.

4380. You would value a house, not at what it uld let at, but at what it had cost to build?— do not know about that; the principle accord- g to which you should value a house in the untry may require some explanation, but it is etty well understood that those country houses e not valued as you would value a similar house a city, or at all in proportion to what the uses have cost.

4381. Mr. *Ellice.*] On what principle are they lued?—I am not sure; the assessors must adopt atever principle they think is equitable.

4382. Is not the principle of assessment what the house will let for from year to year?—You know that many of those houses would scarcely let at all from year to year, and therefore you cannot get hold of that principle to apply it.

4383. Mr. *Orr Ewing.*] Do you think that it would be an improvement, instead of taking what it would let at from year to year, to take what the house would let at for a lease?—My point was not the value of the house, it was the separating a piece of land and putting in this interpretation clause, that that land was only to be valued according to what revenue was actually derived from it, when, in point of fact, you had put it in such a position that no revenue could be derived from it; that is my point.

4384. Mr. *Miller.*] There was some other point, I think, you wished to mention?—I think that all those Acts have been defective in regard to the law of settlement; I would change the law of settlement entirely in regard to the administration of the poor law; I believe that a very great difficulty in the administration of the poor law has arisen from the existing law of settlement; I would make the place of settlement to be the place of birth.

4385. Mr. *Orr Ewing.*] Do you recommend that upon the plea of justice, or of expediency?—I think both, but especially inasmuch as, it would simplify the working of the poor law very much indeed.

4386. But it is principally for expediency that you recommend the change?—I do not know that it is principally that, I think it is a fair thing that a man should have a claim upon the parish of his birth, and I am certain that that would simplify the administration of the Act if it were so determined.

4387. Suppose that a man was born in Shetland, and that his parents removed into the city of Glasgow when he was five years of age, and suppose that this man becomes a pauper, having spent his whole days in labour in the city of Glasgow, do you think that it would be just that he should come upon the parish which he had been born in, rather than upon the parish in which he had performed all his labour?—I can quite easily see that any plan that you can possibly adopt would be liable to objection; it is quite easy to suppose cases in which you would find the difficulty that you suggest; but the subject is one which is complex, and I think that upon the whole it would conduce immensely to the simplification of the working of the poor law, and save a very great deal of litigation to have it determined that the parish on which a man should have a claim was the parish of his birth, and it seems to me that this would be right. Then in Scotland there is an extremely expensive and difficult element in the working of the poor law; I mean the element of the Irish that have to a very large extent been admitted into Scotland, and, that in fact, cost a very large amount of the poor rates of Scotland; and I beg to mention to the committee here that some time ago I took the liberty to get a Return moved for, (it was moved for on the 26th of March 1863, and laid on the Table of the House, I think on the 8th of July 1863) of the birthplace of every pauper in Scotland, and my object was to find out to what extent the Irish were located in Scotland, and had become chargeable upon the parishes of Scotland; that report was never printed. I think it would be very desirable if it is still in exist-

Rev. Dr. *Begg.*

8 June 1869.

ence that it should be printed, or that a similar report should be got.

4388. *Chairman.*] Have you got that statement here?—The statement is in the Library of this House, for I myself examined it in the library and made extracts from it. It was thought to be too bulky to print, and at that time there was very little interest taken in the question of the poor, but I had the curiosity to come and examine it in the Library of the House. And I found this, for example, that of the 4,000 paupers, in round numbers, in the City of Edinburgh, 1,200 were born in Ireland, and that a similar ratio was found among the paupers (chiefly in the west of Scotland), in other parts of Scotland.

4389. Mr. *Orr Ewing.*] Would it not be a very hard thing upon Ireland that if they have an extra population, and send over men to work in Scotland, those men should be sent back when they become incapable of working, and should be a burthen upon Ireland, although they had given their strength and labour to Scotland?—Supposing a Scotchman goes to Ireland and lives 100 years, he never has a settlement there.

4390. Do you think that more just than our Scotch system?—Well, I think that we ought to have equal laws.

4391. What would you think if in America the government in the same way returned to us all the old feeble people that had come from Ireland, would you not consider that manifestly unjust?—I do not know; it depends entirely on whether you act with your own eyes open; it depends entirely on whether you know before you begin or not. But the point of my remark is simply this, that there is a very great complexity in the working of the poor law, and there has always been from the existing arrangement of the law of settlement.

4392. Do you not think that it would be studying simplicity, at the expense of justice if you carried out your suggestion?—I do not think so. I think that upon the whole it would be thoroughly equitable, and conducive very much to the simplification of the whole question.

4393. Supposing that a man had been in Glasgow for 50 or 60 years, and had all his associations with Glasgow, all his friendships formed in the neighbourhood of Glasgow, would it not be a hard thing to send him away into a country where he had lost all associations and knew no one?—I do not think so. If he becomes a pauper he should be treated kindly of course. If your poor law were properly administered he would receive proper treatment.

4394. You think that a pauper should have no feelings of association?—I do not think so at all. I would treat a pauper with the greatest possible kindness, but I would look at the two sides. I would consider the interests of the community as well as of the pauper.

4395. Supposing again that that man from Shetland had married a Glasgow woman; that he died, and she became a pauper; she would, according to your plan, be sent to the birthplace of her husband also; that is in the state of the law at present, by which a married women takes the settlement of her husband?—Supposing it did carry that consequence I would not shrink from it.

4396. Mr. *Miller.*] If the place of birth were made the place of settlement in all cases, the law of settlement would be obviated altogether?—Yes, and litigation would be avoided.

4397. Mr. *Orr Ewing.*] But the woman's birt place is decided by the man's birthplace?—I not shrink from that consequence. I see qu well that in any way that you can treat this su ject you will have difficulties; you escape, by plan I suggest, from a great deal of litigati into which you have got from this law of set ment, and it seems to me that a simplification that question lies at the root of any very effecti improvement upon the existing state of things.

4398. Mr. *Hamilton.*] Have you any oth argument in favour of it, except simplicity a convenience?—I do not know any particular gument. A man must have a settlement som where, and I think that it is a much simp solution of the problem to say that he shall ha his settlement from his birthplace because, und the new Registration Act you can certainly d termine where a man's birthplace is, where according to the other plan you have a consta induction of particulars; a man may have lived few years here, and a few years there, he m have lived almost as long as will give him a s tlement in one place, and yet not long enoug and there is a constant trouble in settling t question on the present footing; whereas, on t other footing you could decide it without litig tion; and that is a matter to be considered in t interests of the poor; it is very desirable that poor man should know at once and certain where his settlement is, and should not be knock about with law-suits for years before his settl ment is discovered.

4399. Mr. *Orr Ewing.*] Are you aware th he does not suffer from the doubt as to his settl ment, but gets immediate relief where he nee it?—Yes; but the uncertainty must be a painf thing.

4400. As to the uncertainty of the law, do n you think you might remove that by allowing t Board of Supervision to decide all cases of d puted settlement?—I would certainly allow t Board of Supervision to settle a great many qu tions of detail; indeed I think that if the Boa of Supervision is to continue, that is a thi which it should be empowered to do. But as the law of settlement, I think that that is a thi that the Legislature must fix; I do not thi that it would do to give the Board of Supervisi an arbitrary power to fix a matter like that, wi no principle laid down by the Legislature.

4401. *Chairman.*] The question of allowing t Board of Supervision to decide on the facts wh ascertained is one thing, and the mode in whi they should settle those questions is anoth thing, and the expense of the process is anoth element?—Yes. Under the present system y would not save expense by giving the Board Supervision that power, because you would r quire always to settle the previous question; b I think that if you had a simple mode of setti ment there are other questions that ought nev to get into a civil court, which the Board Supervision, if it is to continue, I think might empowered to determine.

4402. Mr. *Orr Ewing.*] Do not you think th by such legislation as you suggest, you would a law interfere with the natural course events. Just now there is, for instance, a te dency of a great proportion of our population go into towns and cities for labour, and the cou try is not able to support the same amount labour that it used to do. Would it not be int fering greatly with the natural course of eve

you were throwing back upon poor parishes ere people had accidentally been born, the sup- rt of them when they had spent their labour in se great centres of industry?—But the other ocess works also; there is such a thing as ving people into the city who have spent a ge portion of their lives in the rural districts.

4403. Do you know of any such instance in otland?—I am perfectly certain that there are ch instances.

4404. Are you aware of any one instance?— es, I am aware of them; that is to say, I con- ntly meet in my own congregation, which is a ngregation consisting largely of the working sses, people that have come from the rural stricts; indeed the great mass of them I would y have come from the rural districts.

4405. But were they forced to leave them?— at is a separate question; I think there is a nptation as it stands, and that that temptation to some extent acted upon. I have it from thority that I think I can thoroughly rely upon, at there is to some considerable extent a shift- g of the population from the rural districts into e cities, and I am certain that if you were to amine, for example, the poor of the city parish Edinburgh, you would find that to a large ex- nt they were born in rural districts and had ent a large portion of their days, and probably e best portion of their days, in the rural dis- cts.

4406. Do they not of their own accord leave e country districts for the town, and not be- use of being driven by any landlord?—I did t want to speak of any landlord particularly, t I believe that there is a feeling on the part of ral landlords that it is desirable to get rid of certain class of population, people who are rtly worn out, and that ultimately the burden lls upon the cities; I mean that remark, how- er, to apply chiefly as against your supposed fficulty the other way. I think that there are o sides of that question. The hardship to the ral districts is one thing, and of course it would metimes be found to have very much the look hardship; but there is the hardship the other ay according to the existing law.

4407. There is this difference between my ea and yours; you would by law compel these eople to go back to the parish of their birth. ut it is natural circumstances that tend to drive em from their own parishes just now into cen- es of labour, is it not?—Well, I question that xceedingly. If I must come to that, I believe at causes that are not very natural drive them metimes into cities; I believe that if you in- estigated that question (and it is very well orth investigating), you would find that not aly are very strong means adopted sometimes remove people from rural districts, but that to large extent, houses are actually pulled down r the purpose of getting rid of population.

4408. *Chairman.*] Can you speak to instances f that?—Yes; I have seen instances of it my- lf.

4409. Mr. *Crum Ewing.*] Will you state one?—I will; for example, last autumn in a distant art of Scotland, houses were pointed out to me, r the ruins of houses, from which people were rcibly ejected; persons who were present and aw the process of ejection bore witness to me that effect.

4410. Entirely for the purpose of getting rid f paupers?—Entirely for the purpose of getting quit of people. But the precise motive you never can tell. I understood you to ask the question whether people had been forcibly driven from rural districts.

4411. As I understood, you stated that persons had been forcibly ejected from rural districts to get rid of them as paupers?—Of course I do not know what the motive was, but I assume that it was for the purpose of getting rid of them and of the responsibilities connected with them.

4412. *Chairman.*] Will you mention the place?—Polewe, or rather Auldbea in Rosshire.

4413. Mr. *Orr Ewing.*] Was it not for the purpose rather of getting them to emigrate?—Well, I do not know; that comes to the same thing of course, you drive them out of the country. But it would be desirable, I think, to get the minister of that district to come, he wou testify to the facts, and give you abundant evidence of it; that man pointed out to me a stone where a woman sat crying after her house was pulled down about her ears. There is no doubt that that goes on to some considerable extent in Scotland.

4414. Sir *Robert Anstruther.*] You speak of what you eard; you do not affirm it as a fact from your own knowledge?—I affirm it as a fact which I have had from men whom I believe; I saw the ruins of the houses myself.

4415. Mr. *Ellice.*] Is it not a notorious fact that from the beginning of this century the population has been removed from the Highlands because it was redundant there, in order to convert the land into pasture and turn it to more account?—I have little belief in a redundant population; Scotland, if properly managed, would sustain twice her present population, I totally differ from a good many of the theories that have been propagated on that subject, and it seems to me that there is a very great delusion about it. There is also here a very large cause of pauperism, because the strong and able-bodied go away and the poor and feeble become burdens. Still, the point of all this is the question of settlement, and of course every one must hold his own opinion about it; my own opinion is decidedly that the simplest law of settlement is the place of birth settlement, and that you get rid of a great many legal questions by laying down that as your simple principle.

4416. *Chairman.*] What year was it when you saw these houses you have referred to?—This last autumn.

4417. *Lord Advocate.*] Who is the proprietor there?—Well, I do not know that I am at liberty to enter into the details; I have gone far enough, I think, when I have told the Committee the locality.

4418. Mr. *Orr Ewing.*] When you have told us so much, you might tell us the landlord's name?—I do not know the landlord myself, and I would not like to say anything about him.

4419. *Chairman.*] Were you referring to the minister of the parish, as one who could give us further information?—The Free Church minister; his name is the Rev. William Rose. The great body of the people there belong to the Free Church. Mr. Scott Skirvine, who knows East Lothian very well, in his lecture on the subject, has testified that the houses are being diminished there, and the people removed into the cities, with a view of getting rid of prospective pauperism. I would recommend the Committee very much to get him as a witness.

Rev. Dr. *Begg.*

8 June 1869.

4420. Mr. *Miller.*] Do you know that in some places that is carried to such an extent that there are not people enough to work the fields?—Well, I believe that it is so; I believe that the amount of labour that is necessary is not to be found in the locality, but must be imported from a distance. I was very sorry to observe that Mr. Skirving says that what is called the gang system in England is being introduced into Scotland.

4421. *Lord Advocate.*] There is much less of Irish labour, I think, in the agricultural districts of Scotland than there used to be?—I am not sure of that; for example, I remember a farm place near Edinburgh. In my day it was entirely inhabited by Scotchmen, and to a large extent, I understand, now it is inhabited by Irishmen; and in East Lothian, for example, Mr. Skirving tells me he remembers when there was hardly an Irishman in that county.

4422. I speak of the annual influx?—In connection with the reaping machines, no doubt, there has been a great diminution in that respect.

4423. Mr. *Armitstead.*] Do you know in what part of Scotland the gang system has been introduced?—No, I cannot say; but Mr. Skirving, in a lecture which he delivered a few days ago in Edinburgh, stated it was being introduced into Scotland.

4424. *Lord Advocate.*] What would you suggest as a remedy for the evil if a proprietor does not wish to have persons squatting on his estate?—In the absence of an able-bodied poor law, of course it is very difficult to suggest a remedy. Of course, if there was an able-bodied poor law these people would at once be entitled to go upon the parish, and I suppose that that is the reason why they have few such clearances in England, that they would immediately quarter themselves on the parish. This abuse, as we think, of the rights of property has been used as a strong argument for introducing the whole English system into Scotland; but what remedy you would apply to it under the existing law of Scotland I think it hard to say.

4425. *Chairman.*] Are you not aware that under the English system that very practice which you complain of in Scotland takes place in a great degree, the shifting of the labouring population from one parish to another?—I know that it does take place to some extent in England; but I suppose an Englishman would always have this redress if he chose; if you pulled down his house about his ears he would be entitled to go to the workhouse, even if able-bodied.

4426. But even in England, where the law gives the able-bodied man that power of going upon the parish, that system is in vogue?—To some extent, but not to the same extent as in Scotland.

4427. Mr. *Ellice.*] If there were an able-bodied poor law do you believe that a population, such as you describe, of able-bodied people would go into the poorhouse?—They would be entitled to do so; observe, I do not advocate an able-bodied poor law, but I merely say, in the absence of an able-bodied poor law, it would be difficult to answer the Lord Advocate's question.

4428. *Lord Advocate.*] I suppose, apart from that, nothing but good feeling and right principles, on the part of the proprietor, would meet the case?—I suppose not, apart from law.

4429. Mr. *Hamilton.*] Your suggestion of birth settlement would have no effect upon that question?—It would not, perhaps; this was rather a digression.

4430. *Chairman.*] How could it be the interest of landlords to turn these parties out, seeing that they are able-bodied and could not come upon the parish?—I do not think it is their interest; I think the whole thing is a mistaken view of interest as well as duty.

4431. In what way would the landlord benefit himself by turning them out, because they cannot, by the law, come upon the parish?—I suppose the object is to gradually weed out the population under the impression that the population might ultimately be a burden upon the land. I suppose that is the idea, but I think it is a mistaken idea, because I believe that where lands have been turned even from those crofts into sheep walks, they have ultimately been found less profitable.

4432. *Lord Advocate.*] To return to the question about the birth settlement, do you see any difficulty in an arrangement by which the parishes should agree upon the facts in disputed cases, and have them decided upon a case stated to the Board of Supervision?—If there be no such change as I suggest, I can quite easily see that there might be a decided improvement upon the present system if the Board of Supervision had something like judicial authority to decide finally upon cases brought before them, but how far it would be desirable to give the Board of Supervision a judicial authority to such an extent is another question.

4433. Then in all cases of Irish paupers born in Ireland you would have them deported or transported?—I certainly would; I think that the law of Scotland should be made the same as the law of Ireland; that is to say, if you are to have no law of settlement in Ireland for an Irishman there should be no law of settlement for Irishmen, in Scotland. At present I understand there is no law of settlement, and no outdoor relief in Ireland, and the practical effect of that is that when an Irishman comes upon a Scotch parish as a pauper, and you send him across to Ireland, you cannot keep him there, he is simply sent back to you in Scotland. Now, whatever law you have in Scotland it seems to me that the laws of the two countries (of the three countries, in fact) should be similar in regard to that matter.

4434. *Chairman.*] It amounts to this, that our law of settlement in Scotland is a premium on the immigration of Irish paupers?—Yes.

4435. *Lord Advocate.*] Supposing that we were quit of Irish paupers, do you think that a large proportion of the pauperism of large towns would be removed?—Yes. I think I stated that in Edinburgh the proportion was 1,200 out of 4,000 in the city parish.

4436. Have you ever studied the statistics of crime, with regard to that question as to how far that Irish population furnishes the crime of the country?—No, I have not studied that so carefully. But the reason why I speak about this is, that there was an actual return made upon the subject, in regard to pauperism, bringing it to a point; and I have no doubt whatever that if a similar return were made, in regard to crime and to disease, and to the necessity for infirmaries, for example, you would find the result to be very much the same.

4437. Then your idea is, that if there were no settlement for Irish paupers in Scotland, if they were

re sent over to Ireland they would not be sent
k?—They would not be sent back if they had
settlement as at present; that is to say, if the
nciple of law were so altered that they could not
blish a settlement in Scotland. They might
e back to work, and there is no reason why
y should not.

438. But, supposing they came back simply
paupers, with their passage paid, as they are
to do now, and you were put to the expense
a double deportation, and, perhaps, of a treble
ortation?—Why should it not be so arranged
hat Ireland should be made chargeable? If a
n becomes a pauper, and if the theory is that
should be chargeable, if at all, upon the place of
birth, why should that principle not be made
plicable to Ireland?

439. Whom would you charge?—Charge the
lish of his birth. Instead of merely taking him
r to Belfast in the boat, and of setting him
vn there, I would take him to his parish, and
d the authorities and the assessment of that
ish liable.

440. *Chairman.*] The Irish have a birth
ttlement, and a birth settlement alone?—I am
sure that they have any law of settlement at
but, if they have one, it is a birth settle-
nt; but it is not effective.

441. Mr. *Hamilton.*] You are aware that the
sh paupers are not taken to Belfast and turned
ift there, but are taken to a union?—I was
aking generally, and perhaps strongly; I mean
t you have no way at present of taking an
shman to Ireland, and settling him; what I
ant to say was, that you simply take him
oss, but have no way of so settling him there
that he cannot fall back upon you.

442. Mr. *Orr Ewing.*] I suppose your prin-
al reason for advocating a birth settlement is
get quit of the Irish?—No, not my principal
ason; it is to get quit of a good deal of litiga-
tion and trouble that you have from the
esent law of settlement.

443. Does not Scotland suffer more from the
sh population than any other?—No doubt it
an item in the question.

444. The effect of that change which you
ggest, whatever your motive, would tell more
ainst Ireland than any of the parishes in
otland?—I do not know; I think it is a simple
le, and a very intelligible one, and that it could
made practically applicable without any
igation.

445. *Chairman.*] You are in favour, then, of
ving a birth settlement, at any rate?—I
.

446. You would not be in favour of abolish-
g the law of settlement altogether and letting
man be relieved where he fell destitute?—No.

447. Mr. *Anderson.*] Would you abolish re-
ovals?—I do not agree with those who think
at it would do to abolish the poor law and to leave
en in a civilised country with the risk of starv-
g; I do not hold that view. But, on the other
nd, I think that a man's claim ought to be made
e claim of his birth, and I think that it would
ork with great simplicity, and save us a great
al of complication.

448. You did not quite apprehend my ques-
on; I speak of abolishing actual removal and
aking the claim a money claim of parish against
arish?—That might be a question, but the right
support I would establish against the parish of
rth.

449. Mr. *Orr Ewing.*] Would it not be a disadvantage to prevent the removal of a pauper, because the parish that he was living in might be an extravagant parish and he might be costing the parish of his birth more than they thought necessary?—Quite so, but it might be a matter of arrangement. It seems to me that it is of very great importance to look into the causes of pauperism. So far as I have been noticing the evidence given before this Committee, I do not think that that has been much touched upon, and it has always seemed to me to be the kernel of the whole business. What is it that causes so much pauperism and so much expense? Now, I find some people who seem to imagine that pauperism is a sort of fixed quantity, and that if you bring over against that fixed quantity of pauperism a fixed amount of money you solve the problem. From looking at it for a very long time and very eagerly I am convinced that that is a thorough delusion; that of course there always will be a certain amount of pauperism, but that it is of great importance to reduce it to a minimum, and that with a view to reducing it to a minimum it is of great importance to investigate the causes of it; and if you will allow me I will mention some of what I think to be the prominent causes of pauperism in Scotland. I will not refer again to the breaking up of the old system of administration which I dare say was one of the proximate causes of the rapid increase of expense under the existing system. But, when I was minister of Liberton, I found that drunkenness was a very prominent cause of the pauperism, and on investigating the subject I found these facts. There were 33 public-houses in the parish when I went there. I went to the Board of Excise and obtained from them a list of the amount of spirits consumed in these 33 public-houses per annum in the previous year, and I found that it amounted to 9,000 gallons. Since then, they have so changed their modes of working in the Excise that they cannot easily give you the number of gallons consumed in every public-house; but, at that time, they not only took reckoning of the number of gallons that went into the public-houses, but they took reckoning year by year of the quantity that remained in the public-house, so that they could tell you exactly how much was consumed. And I found that 9,000 gallons of whiskey were consumed in these 33 public-houses, the population being about 4,000, in round numbers. I reckoned that, at 10 *s.* a gallon (for whiskey was a deal cheaper at that time than it is now); and I prepared a statement setting forth to the landlords that here was 4,500 *l.* gone in whiskey, and that of course it was not to be wondered at that a great many of the people were poor. Now, since that, in 1851, I sent a circular to a great many of the leading poors boards of Scotland, asking them the question, "What was the leading cause of pauperism"? and I found that they nearly all gave the same report, that drunkenness was a leading cause; and I found out also a thing that is of some consequence, namely, that pauperism when once established becomes, to a large extent, hereditary, so that paupers produce paupers, and the evil once established becomes permanent. For example, in the city of Aberdeen, this return was made by the inspector: "One of the members of the Board expressed a desire to know to what extent pauperism appeared, from the roll, to be hereditary. Some time ago, your second assist-

Rev. Dr. *Begg.*

8 June 1869.

ant inspector entered on the subject of this inquiry, and, after a minute examination of 808 paupers on the roll, he has given in a very full report, from which it appears that the parents of 135 of them have been, or are paupers on the funds of this parish; that the parents of 59 have been, or are on the funds of other parishes; that 153 of them have relatives on the funds of this parish; that 37 have relatives on the funds of other parishes; that 50 of them have daughters on the funds of this parish; and that seven of them have sons. It will thus appear that there are 441 paupers on your roll (or more than one-half of the whole examined) who have had, or have immediate relations on the funds of this or other parishes": proving that, if by any cause, drunkenness or otherwise, you get a mass of people pauperised, the evil becomes chronic, and it is very difficult to get rid of it. Then the inspector of the parish of Greenock wrote me, "I find it difficult in discriminating to come to anything like a satisfactory result; but I venture to say that one-half may be traced, directly or indirectly, to intemperance. The greater number of those who apply for temporary aid, and are termed casual poor, are of intemperate habits. I may state, that frequently I am called to attend at the police court, and on these occasions I invariably find a number of those arraigned, either as criminals or as witnesses, to be applicants for and recipients of parochial aid." Again the inspector of Crieff says, "If the effects of occasional sprees and moderate drinking be taken into account, from inquiry, observation, and my knowledge of the drinking usages of this place, I have no hesitation in stating that seven-tenths of our pauperism is caused by the drinking of spirituous liquors." The mass of the evidence is to the same effect. Bailie Gray, who was at one time the chairman of the parochial board of Edinburgh, stated to me that of 2,700 paupers that were on the roll at that time he believed 2,000 had been made so by drinking. Then, I am confident that the state of the houses of the people has a very important bearing upon the question of pauperism. Some of the gentlemen here are aware that in connection with the last census of 1861, partly in consequence of a suggestion from myself and some others, there was a column setting forth the state of the houses of Scotland; that is to say, the number of rooms in each house, and mentioning whether the room had a window in it. That return was not fully published, but in-as-far as Glasgow and Edinburgh were concerned it was published, and from that it appeared that 28,269 houses in Glasgow had only one room, and that 13,209 houses in Edinburgh had only one room, and that of these in Glasgow, 241 had no window, were dens, single apartments without a window, and that 121 in Edinburgh had no windows. It appeared, also, that a large number of these single-roomed houses had a population of from 6 to 15 persons residing in them. Now, anybody that will think for a moment will see exactly what a tremendous social mischief that must be, and how that must tend to pauperism. In the first place, the crowding together of people in that fashion tends directly to disease, and, in the second place, it tends directly to demoralisation; and then it tends directly to drunkenness, in this way, that people who have no place to live in but a miserable apartment like that are under the strongest temptation to fly to the whiskey shops. That is the state of matters in the citie But the state of matters in the rural districts not a great deal better. What is called th bothy system, which I have examined ver closely in some parts of Scotland, I am pe suaded, has a most direct tendency to produ pauperism, pauperism in the form of bastard and in other forms. Then the bondager syste as it is called in the south of Scotland, where ploughman is obliged to board and lodge an u married woman in his house, in order that sh may work for the farmer, I believe to be a syste producing the very same results. When I spea of these systems in the country tending to pau perism, I produce this general fact in proof of i There are two districts in Scotland in particul that have been proved to be fruitful in illegit macy, the north-eastern district of Scotland an the south-western district. Now, it is quit notorious that the north-eastern is the district i which this bothy system exists, and that th south-western is that in which what is called th farm-kitchen system prevails; that is to say, un married men and unmarried women lodging to gether, the men sleeping in the stable loft an the women in the kitchen or room off it; in short a complete breaking up of the family system which I believe to lie at the foundation of al real social progress and improvement. That believe to be a leading cause of the mischief Then, of course, ignorance is a great cause o pauperism I have no doubt; and with tha view, it is of vast importance to have a universa system of sound and scriptural education. There is no doubt that men who have no education an no clear views of principle, and have no mean of intellectual enjoyment, have a strong tendency to take to physical enjoyments, and that these tend to degrade them; and that, in short, igno rance is in many ways a parent of this mischie of pauperism. I need not illustrate or prove these points, but I will be very glad to answer any questions in reference to that branch of the subject. The only other branch on which I should like to say a little would be the probable cure, the probable remedies for existing evils.

4450. *Lord Advocate.*] Have you had your attention directed to the statistics of the amount of pauperism?—I regret to say that I have not seen the evidence that has been given before this Committee. I understand that there has been given before them evidence in reference to the amount of pauperism, but I have not seen that evidence.

4451. I wanted to draw your attention to the fact, which is unquestionable, that the amount of pauperism is less in proportion to the population than it was 20 years ago, visibly less. The lowest year since the year 1848 was the year 1866, when there were 97,000 substantially of registered poor; there is no year so low as that since 1848. Now the population during that time, as you are aware, has increased very considerably?—I, of course, will look at that when I have the opportunity; but in the meantime it does not in the least shake my conviction: for this reason, that if you have no more pauperism to deal with than you formerly had you must be dealing with it upon the most extravagant and lavish system of expenditure, and therefore, in that point of view, the thing requires to be considered more. But the question with me is not the actual amount, but whether the actual amount is larger than it should be.

4452. What

52. What I wanted to draw your attention as, whether that fact which I have pointed might not be ascribed partly to the increased iety which there has been on the part of many ons to improve the condition of the poor?—re is not the slightest doubt of the increased est, and it is a happy thing to think that e has been a great deal done, and a great deal in the direction of improving the houses of people, and otherwise endeavouring to elevate social position. I admit that fully; but he more on that account am I convinced that ts in that direction indicate the true line in h we should move in order to deal with this ntic evil.

453. Then there is another cause, however, h, of course, must operate; I mean the uations of trade; the amount of employment h the working men can get has an immediate nection with the amount of pauperism?—No t.

454. But, of course, the causes that you have red to go still deeper?—Yes.

455. Mr. *Orr Ewing.*] You said that houses bad accommodation, ignorance, and illegitiy, were the great causes of pauperism?—What tended to say was, that the kind of accomation which people have in many parts of our s has a tendency to degrade them and to e them to drinking, and that that again nately lands them on the poor's board, and in the country the practical prohibition of riage by the bothy system, and by the farmhen system, and so forth, has a tendency to uce immorality of another kind, and that also has a great tendency to increase the rates.

456. But is it not the fact that the house mmodation for the poor in Ireland is worse that in Scotland?—In some parts of Ireland bad enough, but not worse than in some s of Scotland.

457. Is it not the case that ignorance prevails Ireland much more than in Scotland?—I ve it does prevail in some parts of Ireland e than in some parts of Scotland; but we e a large Irish element that is just as ignorant cotland as it is in Ireland.

458. Is it not the fact that the Irish in Scotl, so far as illegitimacy is concerned, are not ad as the Scotch?—That is a hard judgment n the Scotch, I should think.

459. Is it not the case that in Ireland the itimacy is just one-third of what it is in tland?—I have not looked carefully at the istics; but at the same time, even if it were it would not change my view of the operation he causes of pauperism in this country.

460. But is it not a very striking fact, and l worthy of consideration, that Scotland is so that three times the amount of illegitimacy es place in Scotland that does in Ireland?—you quite sure that the statistics are taken h the same accuracy in Ireland as in Scotland. now that it has been alleged that the state of ters in England, for example, is better than Scotland; but I am certain the statistics are taken with the same care.

461. Mr. *Hamilton.*] Is it not your exence that there is less illegitimacy amongst Irish in Scotland in large towns than amongst native population?—I have heard that said. n not sure about it.

462. Mr. *Orr Ewing.*] And do not the Irish occupy the worst of the dwellings in all cities?—No doubt they do; but still they land upon our poor's board in great quantities, if that be any advantage; they certainly, if they live in miserable houses, land on the poor's board very quickly.

4463. But has it ever occurred to you that there might be some other reason, besides those that you have given us, why illegitimacy is so prevalent in Scotland, in comparison with Ireland; is there no religious element in the question?—My impression is that the religious element, as far as it exists, will be all the other way.

4464. Do you not think that the variety of churches in Scotland prevents that wholesome check that there used to be in the country?—I am very much alive to that; I have no doubt whatever that the variety of churches in Scotland, if you refer to the breaking down of discipline, has in that respect been injurious to Scotland.

4465. And that the superior state of Ireland may be due to the fact that the great body of the people are under one church?—I do not believe that; I believe that, where you have the confessional, and where you have absolution, you will find that the tendency is not towards morality. In order to test that, you must look at it upon a large scale; you must look at it in Spain and Italy and South America, if you mean now to institute a comparison betwixt Protestantism and Romanism as practical systems.

4466. So far as this question is concerned, I mean?—But so far as any question is concerned; it is a question now of morality.

4467. Are you aware that the Presbyterian portion of Ireland approaches Scotland very much in the extent of illegitimacy?—I have not examined that subject, but I know this, that I have gone and inspected those bothies myself, and I am perfectly certain that the system is a most mischievous one. I have gone into them and examined them, and have examined the people round about them, and I am perfectly certain that you can have no social elevation in those districts until that system is superseded.

4468. Mr. *Fordyce.*] Do you agree with the opinion expressed to us by Mr. Smythe, that the great proportion of paupers in large towns have been long resident there?—I doubt that very much; it may be so; I have not examined into it, but I doubt it very much.

4469. Mr. *Orr Ewing.*] Are you aware whether the age at which parties marry in Ireland is younger than it is in Scotland or in England?—I believe it is.

4470. I would wish to direct your attention to the statistics; you will find that it is quite the reverse, and that they marry earlier in Scotland?—But when you speak about their marrying in Scotland, it is necessary to distinguish. There are whole districts in Scotland, where many do not, properly speaking, marry at all, where it is not expected that a man shall marry, or if he does, he must leave his family behind him. There are districts in Scotland where the married men live in those bothies, and the families live in villages.

4471. I am speaking as to the age at which they are regularly married?—Then your remark must apply only to part of Scotland.

4472. No, to the whole of Scotland?—You know that there are districts in Scotland (for instance, that to which I alluded just now), some

Rev Dr. *Begg.*

8 June 1869.

districts in Ross-shire, where there is a practical prohibition to marrying at all, that is to say, if a young man marries, he is prohibited from living there. The ministers tell me that there is an absolute prohibition against marrying, and I hold that this whole system of bothies, also, and farm kitchens, is all a premium upon men not marrying, but remaining unmarried upon the false idea that unmarried men are cheaper than married men, and I am certain that that again has a complex effect in the way of degrading these people, and an ultimate effect in producing an increasing pauperism.

4473. *Chairman.*] You were going to give us your suggestions as to remedying these three causes of pauperism?—Yes, I was going to say that it seems to me that the question which is before this Committee, is one of immense importance, whatever view you take of it. Whether it be the case that there are more paupers, or whether it be the case that the paupers are costing a great deal more, it is quite certain that the question is one of immense importance, and that it will require to be very seriously considered. My own opinion is that of late years we have not been gaining in Scotland, but decidedly retrograding. That is my own confirmed opinion from looking at the matter for many years very closely.

4474. Mr. *Ellice.*] Do you mean retrograding as regards pauperism?—I mean as regards pauperism; I do not look upon it as a mere question of the number of paupers; I look upon it as a complex question, embracing the cost of pauperism and the general feeling of the population of the country, which, when I was young, was all in the direction that a man was ashamed to be a pauper; whereas that feeling has, to a large extent, been obliterated, and it has become, with many of the lower classes, a coveted right to be a pauper. I see many people now throwing their aged parents upon the poor's fund, whilst, in my young days, such a thing would not have been done at all. It seems to me, therefore, that the matter requires to be grappled with very vigorously in order to arrest the progress of the evil, and abate it, as far as it is possible to abate it. Now, it is my opinion that, in order to do this, there are various things that are important, apart from what I have been stating in regard to the Board of Supervision, which I think ought to meet in public, and ought to be very considerably limited in its power to interfere with local boards. I think that if you could, in any way (I do not see very well how it is to be done), strengthen the influence of those local boards, and get back, as far as you can, under the altered circumstances, something of the old parochial machinery of Scotland, it would be of great benefit. But, in dealing with the actual pauperism which exists, it seems to me that there ought to be a distinction made between deserving poor and chronic paupers, persons that have so sunk that, humanly speaking, you have little or no hope of their being brought back into the position of well-to-do people. I think that there is a total distinction between those two cases. I would not be disposed to go to the length which some people seem to point to, of abolishing out-door relief. I think that would lead to great and sudden mischief; but, on the other hand, I think that there ought to be much more discrimination in the giving of out-door relief, and that there should be no out-door relief given to persons who have become so sunk that in all human probability, in fact, with absolute certainty, the money that you give will go directly to the public house. One of the guardians of the poor told me in Edinburgh, a few days ago, that on the day that the poor are paid he sees a great many of them come along the street and plunge into the public-house where the money is spent; so that the existing administration is a bounty to a large extent on the public-houses. It seems to me that something should be done to distinguish between the different classes of paupers. In the "First Book of Discipline," by John Knox, you find that principle stated, and it used to be acted upon very strongly. "Every several kirk," he says, "must provide for the poor within itself for fearful and horrible it is that the poor, who not only God the Father in His Law, but Christ Jesus in His Evangel, and the Holy Spirit speaking by St. Paul hath so earnestly commended to our care, are universally so contemned and despised. We are not patrons for stubborn and idle beggars, who, running from place to place, make a craft of their begging, whom the civil magistrate ought to compel to work, or else punish: but for the widow and fatherless, the aged, impotent, or lamed, who neither can nor may travel for their sustentation, we say that God commands His people to be careful; and therefore for such, as also for persons of honest fallen into decay and poverty, ought such provision to be made, that of our abundance the indigence may be relieved. How this most conveniently and most easily may be done in every city, and other parts of this realm, God will show you wisdom and the means," and so on. Of course, it is difficult to make this discrimination, but it seems to me that we shall make no progress at all in getting out of the difficulty of pauperism so long as it is stated as a mere naked legal right so long as all, no matter how they have become poor, are treated equally. The out-door relief I think should be confined exclusively to persons that have fallen into poverty from no ostensible fault of their own. And in order to make that discrimination, it seems to me that there ought to be a register kept in every parish of each person that applies for poor relief, and that the causes of their becoming poor ought to be put on record. Now, for example, the Board of Supervision gives us from year to year an account of the expenditure, and the number of paupers, but they do not give any account at all of what has caused the increased expenditure, or what has made the persons paupers. The Board of Supervision have now the charge also of the sanitary state of Scotland, and if any sanitary evil springs up in any part of Scotland, they at once inquire into the cause. For example, cholera sprang up very badly in Fife not very long ago, and the Board of Supervision immediately sent over a skilled person to inquire into the cause of that outbreak of cholera, and report upon it. I do not see why, in dealing with a moral epidemic like pauperism, we should not know precisely what the cause is in every particular case. If a man becomes bankrupt now, he is examined before the sheriff as to what has been the cause. I do not see why there should not be an investigation into what has been the cause of the pauperism in each particular case, and that put on record and tabulated by the general board, and from year to year presented to the country. Indeed, I do not see why there should not be a printed list of paupers in every parish

h, so that there might be much more pub-
r given, and more public opinion brought to
upon the whole question.

75. Mr. *Hamilton.*] Have not the parochial
ds the power now to distinguish between de-
ing and undeserving poor; they may offer
undeserving poor the poor-house now, and
not offer it to the deserving poor?—Very
; but I do not think that, in point of fact, the
nction is made now as it was under the old
m. I think now it has assumed the form of
re legal right, which you can maintain before
sheriff.

476. That is an error in management on the
of certain parochial boards?—I suspect that
universal. I do not think that the law as it
ds makes any distinction whatever, or makes
investigation necessary into the causes of the
perism.

477. It leaves the discretion with the local
d, as to how they will relieve the pauper.
y may offer him the poor-house or not?—
y may offer him the poor-house or not, cer-
ly; but it does not seem to me that, in point
ct, the out-door relief is administered only
he persons that I speak of. Now, I would
e it compulsory that the out-door relief should
be given to persons that are likely to make
od use of it, and this notorious waste of the
lic money that goes on now, the spending of
t is given in out-door relief, in drunkenness,
ld if possible be arrested forcibly.

478. How would a legal forcible distinction
hat sort be defined?—That would require
e care.

479. Mr. *Ellice.*] Practically, must it not be
to the discretion of the parochial board?—
ctically; but I should like to see some such
nction enforced as John Knox lays down be-
en these two cases.

480. Mr. *Miller.*] Between the men of good
racter and the men of bad character, you
n?—Yes. I would not club together, as they
what I call the deserving poor and the unde-
ing poor, and deal with them all as if it were
and the same problem of pauperism. It
ns to me that it is a twofold problem, and
t unless you distinguish it as a twofold
blem you will never do any good with it.

481. Sir *Graham Montgomery.*] Do you think
printing of these lists by the parochial boards,
stating the reasons why the parties were put
the roll, would shame their relatives into
porting them more than they do now?—I
nk it would have that effect upon the relatives,
shame the people also from becoming paupers
they do now. They do not seem to care. They
on drinking and wasting, and ultimately land
the parish, and there is no question put. A
n reckons it a legal right first of all to destroy
health, and waste his means and then live
n the public; whereas if you were to call a
t and say, "What has brought you here?
ve you not been wasting your money in
nkenness and otherwise?" and if it were
ught to a point in that way, I think it would
ve an effect both upon him and upon his
atives.

4482. Do you think that parochial boards might
the length of stating in these printed papers,
t in their opinion the relatives were capable of
intaining the pauper?—That is another question.
e question of the extent to which relatives are
und to support relatives is a legal question;

and if the relatives were bound, you would shake yourself clear of the obligation. That is a delicate line, but I believe that formerly, without any legal obligation at all, relatives to a much greater extent supported one another when poor than they do at present, and that the idea now is, not only that they should not do it, but that they would be throwing away a great legal advantage by doing it. Still it is another point that I am at, namely, that we ought to know, for the sake of the administration of public justice as well as generosity, what it is that is making people poor, and I believe that the practical effect of it would be to rouse public attention to the causes which are working great havoc at present upon the moral and social state of the population, and involving the community in very heavy expense; I do not speak merely of publishing these lists locally and so forth, but I speak of grouping the poor together and letting the public know what are the paramount and principal causes of pauperism; I believe that the practical effect of that would be to lead us to deal with the question intelligently, as a question in which there were causes working, which causes we could counterwork.

Rev. Dr. *Begg.*

8 June 1869.

4483. You point rather to general information gathered by the Board of Supervision from the parochial boards, than to publishing the names of parties in the parish whom they proposed to put on the roll?—Partly both; I believe that both processes would be important.

4484. Mr. *Miller.*] Would you approve of each parochial board returning to the Board of Supervision a list of the paupers classified as you state, so that the Board of Supervision could bring that before the public in their report?—Yes, I would have that; I would have the Board of Supervision to state the causes of pauperism from year to year, just as they do in the case of an outbreak of disease in a district; they tell you distinctly what had been the cause of that. I think in that case which I referred to they said that the water was bad or something of that sort; I would make them also investigate this question, and tell us why there are so many paupers, and why the cost of pauperism is increasing from year to year; give us not merely the effect, but, as far as they can ascertain it, give us the cause.

4485. They have the power of ascertaining it through the parochial boards?—I should think it might be so; if they have not power I would give it them.

4486. *Chairman.*] Do you think that that could be easily ascertained?—Not very easily, but still it could be ascertained; for example, I would not take a man's own account of why he had become a pauper, but I would make it a matter of evidence; it would generally be quite notorious in the district.

4487. In a small rural parish it would be easy, the inspector could keep his eye upon parties who came on the roll?—Yes.

4488. But in the large populous cities would it not be difficult?—You could find it out completely with a little trouble. Any of the officials in any of the workhouses in Edinburgh could ascertain as nearly as possible what has brought this or that man into the workhouse.

4489. You think you could obtain reliable evidence, and not merely impressions, that you could follow the man and obtain distinct and clear evidence of the causes that had made him a pauper?—I think so decidedly; and in connection with making that return, I would have a

Rev. Dr. *Begg.*

8 June 1869.

return similar to what I got in the parish of Liberton, of the quantity of drink consumed in every public-house in Scotland; so that by comparing the quantity of drink consumed in every public-house and in every parish, with the quantity of pauperism in that parish and the cost of it, the quantity of the crime in that parish, and so forth, you could come very close to an estimate of the real causes of the evils. I believe that this would have a very great effect; indeed, that whole licensing system must be dealt with if you wish to make any permanent impression upon pauperism, apart from the question that has been raised so much, whether you would give the people of a locality a veto upon the licensing of public-houses. I am strongly disposed to think that that is not an unreasonable thing, considering that these people themselves have to pay for the result; but apart from that, it seems to me that the present system of licensing requires to be completely changed; there is no limit at present to the number of licenses. When I went to the parish of Liberton as I mentioned, there were 33 public-houses in the parish. The consequence of my little pamphlet, showing the bearing of these on pauperism, was that seven of them were immediately extinguished, and they have been extinguishing them ever since, and there are only 13 of them, as I understand, now remaining.

4490. *Chairman.*] How has it been brought about; can you trace the action?—By the landlords seeing the mischief that they were doing, I presume. But at present it is a great evil that there is no principle according to which licenses are given, except the mere will of the justices or those to whom the power of giving licenses is entrusted. There is no rule of population, for example, as compared with the number of public-houses, nor any principle whatever, as far as I can discover, according to which these licenses are given, and the result is that you see whole rows of public-houses in the most degraded parts of Edinburgh, in the Cowgate and High-street, and along by the North British Railway, there you see every house almost a public-house. Of course men say, "If men want to get drink they will get it whether you open public-houses or not," but it is absolutely certain that the multiplication of public-houses has the effect of increasing the amount consumed.

4491. Can you tell us how many gallons are sold in that reduced number of 13 public-houses in Liberton?—I cannot tell that, but it would be an exceedingly interesting piece of knowledge; so that, instead of assertions and counter assertions upon that subject, we could get at actual results. My own impression is this, that where you have a great number of persons interested in the supply of drink, living by the sale of drink, you have a great many emissaries who are active in promoting the sale of drink; and, besides, I am sure many people would never think of drinking unless the idea were suggested by a public-house.

4492. If the fact were that when there were 33 public-houses in Liberton there were 9,000 gallons consumed, and when the number of public-houses was reduced by two-thirds, you only have one-third of that quantity consumed, that would be an important fact?—No doubt of it; the truth is that, owing to the alterations made in the Board of Excise, you cannot at present get the information that I obtained so easily at that time. But it seems to me that if you could get from year to year an actual return of the number gallons sold in every public-house, that would a great point gained, and I do not myself kn why there should not be some rule of law, s as they have in some of the States of Ameri so that, if a man is made a pauper by drink or is reduced to disease by drinking, the per that gave him the drink should not be made lia for the payment in the result. Why should p sons be allowed to reduce people to pauperi by selling them drink, and then saddle th upon the general community, instead of hav them saddled upon themselves?

4493. Mr. *Orr Ewing.*] You have no dou that the amount of spirits consumed in Libert parish is greatly reduced since the number public-houses was reduced?—I should think s but I have no means of knowing; it would very important to find it out.

4494. Sir *Graham Montgomery.*] Do you thi that the justices reduced the number of pu houses in the parish of Liberton at their o instance, or was it the publication of the st of the parish which induced them to make t change?—The first beginning of the change w the publication of this little tract, setting fo the facts that I had ascertained, and the beari of those facts upon the pauperism of the pari The immediate result of that was that seven the public-houses were put down next year the landlords. A number of them, of cour were on the property of feuers, and it must ha been more difficult to deal with them; but I ha no doubt that it was a growing sense of the m chief of the public-houses that led them to ma the change.

4495. Mr. *Orr Ewing.*] Has the same r duction of public-houses taken place in other pa of Scotland?—In some quarters. If you h from year to year the statistics of the number public-houses, and the quantity of drink consume and compared these with the state of pauperism the particular districts, I have no doubt that whe the public-houses have never existed to any exten or have been suppressed, the pauperism wou be found to bear a ratio to that fact; but it wou be extremely important to be able to authentica that by actual proof.

4496. Sir *Graham Montgomery.*] Have y any idea of your own as to substituting any oth body for the justices in Scotland for grantin licenses?—No; but I think there ought to be som decided principle according to which the justic should act. I can sympathise with the justices. A sorts of influences are brought to bear upon them and unless they are men of great firmness, it difficult for them to resist importunity. But think if some general principle, regulating th number of public-houses in reference to popula tion or distance, or something of that sort, wer settled by the Legislature, it would greatly im prove matters. We have public-houses in Edin burgh, for example, multiplied in every street. A present there is no rule or principle of any kind and it just comes to be a matter of importunity You want a license, or you have one, and it i proposed to take it from you. You bring you influence, and all the influence of your friends, t bear upon the justices to get the license grante or continued. It seems to me that this is a wrong state of things, and that the discretion at presen vested in the justices is far too unlimited.

4497. Do not you think that the licensing sys tem in Scotland, whatever its faults, is much superio

erior to the system which they have in either and or England?—I believe that it is better the one in England at all events, and I sup- that the Irish one is analogous to that in land; but the Scotch system is very far from g perfect.

498. Mr. *Fordyce.*] Would you be surprised ear that the only parish in Kincardineshire h has no public-house has by far the largest rate in the whole county?—I would be very h surprised to hear it, but I am perfectly cer- that the facts, as brought out by other parishes, e the opposite conclusion. A friend of mine made an investigation in regard to the south Scotland, and he finds the case to be this, that re there are few public-houses or none the poor is very low, and where there are many the poor is proportionally high, and I am certain that st you may find an apparent exception, the eral rule is what I have stated.

499. Sir *David Wedderburn.*] Do you not k that the system of taxing for the relief of poor those who are themselves very little d above the condition of paupers, besides ing on them a very heavy burden which they not well able to bear, has also a pernicious dency in making them consider themselves tled to come upon the poor rate, and as having, act, subscribed to what might be called a fit society?—I believe so; I would not be osed to go very low with the taxation; I k that there is some force in that suggestion. ve heard remarks which indicate that that is much the feeling; I think we go too low at ent.

500. *Chairman.*] Where would you stop?— t is a more difficult question, but I think at ent the tendency is to go too low; in point act, you do not get so low because you make any exemptions at present from the lower of charge, and then, in point of fact, I sus- it does not come to much. Perhaps you would more by starting a little higher in the scale shutting out that feeling, which I am certain vails amongst some people, that inasmuch as have paid a quantity of money to the poor s, they may as well get it all back again, and uch more as they can.

501. Have you any experience of the fact t it has been the cause, to a great extent, of troying the old feeling of supporting relatives, that the poor people say now, "We cannot h pay rates and support our relatives, and we throw them on this insurance fund"?—I not say that I have had much experience of t, but I have heard remarks which have indi- ed it, and I think it extremely likely that that had an injurious effect far beyond any advan- e gained from the sum which those people d.

4502. Mr. *Orr Ewing.*] Do you think that the orest of the houses are always occupied by the rties drawing the least amount of wages?— , that does not always follow; but that touches other question, namely, the mode of getting at l wealth.

4503. If you relieved people at a higher sum an at present, would it not be letting off men o are in receipt of good wages?—Well, if you ised the limit very much certainly it would; but would rather take the chance of involving our- lves in that difficulty by not going so very low. suppose you go down now to 4 *l.*, or even wer.

4504. Does it not degrade a man in the receipt of good wages to find that he is excluded by the law from contributing anything to the support of his poorer brethren?—I am not very sure that that feeling would go for much.

4505. Do you think that his neighbour who was paying the rate would not look down upon him because he was exempted?—Of course the application of the principle would require to be very carefully guarded; but I can so far agree with you as to say that if you go very low indeed, you are apt to create that reactionary feeling which is injurious.

4506. At present, we do not go below 4 *l.*?— But 4 *l.* is very low in our cities.

4507. Is it so in our country parishes?—No; you require to make a different rule for the country parishes. A house at that rent is a good house in many country parishes; but it is a very poor house in a city like Edinburgh.

4508. *Chairman.*] There is no limit now fixed by the law?—No.

4509. Mr. *Ellice.*] Do you object to leaving it to the parochial board to fix the limit?—No, I do not particularly object; but I think it might be well to investigate that matter, and see how much there is in it. There are two points that I should like to speak a little about. One is in regard to that matter of the houses of the people. I have already spoken about the public-houses. Now in regard to the houses of the people, it seems to me that there is a great want of legislation in a right direction there. We have done a great deal in Edinburgh of late in the way of people building houses for themselves, to the extent of 400 or 500 houses at least, built by the people, and owned by the people. Now, it seems to me that every facility should be given to people for acquiring houses of their own, because a man that has a house of his own is a man that you are pretty sure will not come upon the poors rate, and in other respects a person that may be expected to act in a more elevated way than a man that is on the verge of pauperism. There are two main difficulties about this: one difficulty is that of acquiring land in cities or about cities. It seems to me that there should be some facility in the way of acquiring land; not, of course, under its value. Perhaps it might be arranged that it should be even beyond its fair value; but there is such a thing as hoarding up land about large cities, in the prospect of getting a large price for it at some future and distant period. Now, it seems to me that, as the Legislature has interposed for the purpose of securing land for railways and for other purposes, it ought to consider the propriety of securing land in large cities and even in small villages (for I know several cases where it is very difficult to get land even in small villages), on fair terms and at a fair price, so as to hold out an inducement to working people to get houses of their own.

4510. Mr. *Orr Ewing.*] What do you call a fair price?—A price to be fixed by juries in connection with the sheriff, just as you do with railways.

4511. *Chairman.*] But I suppose you know that railways often do not pay a very moderate price for their land?—No doubt; but at present the objection is that you cannot get it at all for the purpose I speak of.

4512. Mr. *Hamilton.*] Moreover, you cannot make a railway in pieces, but you must take it

Rev. Dr. *Begg.*

8 June 1869.

through a district?—Quite so; but unless you can solve that problem of how to let our cities expand, you never will solve the problem of pauperism. People are so pigged and crowded together at present, in many of our large cities, that destitution is an essential result of it. Then the mode of conveyancing is exceedingly cumbersome just now. A man is afraid to buy a house because of the system of conveyancing. I think that, in some way or other, that ought to be superseded, so that a man could buy and sell a house with ease and certainty and cheapness. Then, in regard to the rural districts, I am certain that something must be done; I would empower a commission to see that those rural districts were planted with cottages as far as they are really required; I should say a couple of cottages for every plough that is employed upon the land.

4513. *Chairman.*] Upon whom would you charge the cost of building those; upon the public?—Upon the proprietor.

4514. You would deal compulsorily with the right of property?—I would deal compulsorily with the right of property, because you do so in the case of pauperism; you make them pay at the one end, and you may as well make them pay at the other; you have now power to borrow money to erect cottages upon estates that are entailed, and it seems to me that it would be the kindest thing you could do to put an end to all this bothy system, and those processes that are so undoubtedly degrading the population, and I do not think that you will ever do it except by some decided plan of that kind. Of course I submit it with great deference to this Committee, but for many years I have had that conviction very strongly.

4515. How would the building of these cottages do away with the system which has been the custom, and which you refer to; the farm kitchen system, in the south west of Scotland; it has become a habit?—It is a habit which is very mischievous to the population. There is not the slightest doubt that if you will provide the cottages the system will soon adapt itself to that. There is not the least doubt that the natural system of the family, in fact, would soon be restored to the great advantage of Scotland.

4516. Sir *Graham Montgomery.*] Did you ever hear of proprietors in Scotland being very much discouraged from building cottages, because, in cases where the cottages have been built, the ploughmen shift about, so that those cottages at the end of the lease are often in great disrepair from the careless and migratory habits of the Scotch ploughmen?—No doubt it requires time to get out of any existing evil; the habits of many of those ploughmen are very unsatisfactory; that is perfectly certain. Nevertheless, I believe that that would all pass away. For example, when I went to Liberton parish there was hardly a single cottage that had two apartments, and now there is scarcely a single one that has not two or more. There are ploughmen there that were there when I went to the parish, upwards of 30 years ago, on the same farms and in the same places, and who keep their cottages very well indeed. You cannot expect a man who has been accustomed to live in a bothy instantly to take to one of those cottages, nor a man who has led a migratory life all at once to become a stationary man; but you must begin somewhere, and in the long run you would have a stationary, intelligent reliable population, and by that means you would get rid of many of these social evils.

4517. *Chairman.*] You would require also in order to meet one of the evils you have pointed out, to make it compulsory that no ploughman should be allowed in these cottages who was not a married man, because he would need a woman to attend to him?—There is enough in human nature to bring about that result; if the man had a house he would generally soon have a wife.

4518. Mr. *Miller.*] I suppose that in the bothies they have no one in particular to attend to them?—Yes; they have sometimes. I may mention that I went to visit a bothy farm a few miles from Perth, which belongs to a great proprietor in Scotland. There were six ploughmen with nothing but a bothy; the bothy contained three beds, and about as much room as would enable you simply to turn yourself between the three beds and the fire. The farmer told me that the greatest evil resulted from this, and that amongst other things he had to bring his workmen from Perth; the people had to walk six miles to the place and six miles back, a 12 miles journey in addition to all their other work during the day, and that was, of course, very injurious. Now suppose that there you had a proper number of cottages, there is no doubt whatever that they would very soon tell most favourably in the direction of elevating the social state of the population; that is only a sample.

4519. *Chairman.*] Would you then propose to make it compulsory upon the landlords to build these cottages, or how would you have it done?—Yes, I would propose to make it compulsory upon them.

4520. Mr. *Fordyce.*] I suppose you are aware that the great want of the landlords in Scotland is capital?—The expense would not be great; you could by that means elevate the social state of the population and diminish the amount of pauperism, you would soon get it back.

4521. In Aberdeenshire and the north-eastern districts you are aware that it is the desire on the part of the farmers to have their farms worked by married people, and to have the farm kitchen system die out?—I know that; but the farmers complain very much that they cannot carry out that desire. There was an idea at one time that improved farming meant diminished labour, but it is found to be the reverse; so that while at one time men were pulling down houses as being unnecessary, farmers are now most anxious to have cottages. There is a beautiful state of things—(it would be worth while for this Committee to get information about it)—in Annandale, where they have not only cottages of the kind I suggest, but crofts in connection with the cottages; so that when these people are not required to work for the larger farmers they fall back on their own lands and work on them. I understand that there is very little pauperism in that district; that there is a very good state of education among the people, and that there is no such thing as rents being ill paid. Mr. Stewart, of Hillside, the inventor of all this, went over the ground with me, and I am confident that something of that sort is required generally. There has been a discussion of the question of large and small farms. Both systems are good; but where you have large farms I am certain that you must have a proportion of cottages

s to secure that the work is done and prevent population from sinking.

22. Would you compel the proprietors to t crofts as well as cottages?—No.

23. Sir *David Wedderburn.*] I understand to say that you consider that an improved ard of comfort would do more than almost hing else to diminish pauperism among the le of Scotland?—I believe that to elevate social and moral state of the population is the way to get rid of pauperism, or to diminish it.

524. And that an improved standard of com- with reference to ordinary dwellings would ne of the most effective means of doing that? point to the restoration of the family system.

25. Mr. *Orr Ewing.*] In other words, if we no poor there would be no necessity of assess- people for the relief of pauperism?—But in r to get no poor you must root out the causes auperism, or you will never root out pauper- itself.

26. Mr. *Armitstead.*] You told us just now they pulled down cottages in order to get rid auperism, and yet you stated also in your ence that they were glad to rebuild cottages t back the people; is not that inconsistent? What I say is, that in some of the richly cul- ed districts of Scotland it has been discovered the higher the cultivation the more hands necessary, and that they have prematurely in of those districts pulled down cottages, king that they would not be required. In other case I was speaking of a totally differ- district of the country, and a totally different of things.

527. Mr. *Orr Ewing.*] Did that farmer living miles from Perth, to whom you have referred, ain to you the reason why he kept those six ghmen in that small space, and brought out urers who had to walk six miles out and six e. He admitted that great evils were the lt; why did he not rectify it; I suppose that would have a lease?—I suppose so, but he ted cottages.

528. Mr. *Armitstead.*] Was that case that you tioned one where the men could go to and fro ailway; because six miles by railway is nothing, we have a great proportion of the population g now by railway to their work?—This case not in the line of rail.

529. Mr. *Orr Ewing.*] Was that farmer pre- ted from putting up a wooden tenement for ance for the accommodation of his own ple?—But a wooden tenement would not be mfortable house in that climate; I have seen y good wooden houses in Canada; but I should choose to live in a wooden house in Scotland.

530. But are you not aware that in the north- counties there are many good houses of that kind farm-tenants and gamekeepers?—It does not ear to me right that if sufficient provision is le for cattle, there should not be sufficient vision made for the human beings that are re- red to cultivate the soil.

531. I agree with you, but it seems to me nge that a farmer who admitted the evil that was labouring under had not taken some means orrect it?—Well, I know another farmer in rayshire who was so convinced of the evils of system that he, at his own expense, built a ge of cottages, and he thought that in the rse of the lease he would be sufficiently re- i; but it is not every farmer who chooses to that.

4532. *Chairman.*] You are aware that the cost of building these cottages in our days is very considerable?—Yes.

4533. And as far as a financial investment goes, it does not repay a man in any degree for the money laid out, except in reference to the improved condition of the people?—Quite so.

4534. A farmer would not feel justified in laying out a large sum of money in that way if he were in a lease?—No, many would not.

4535. Mr. *Ellice.*] Did your friend tell you whether he had asked his landlord to build better accommodation, and had been refused it?—I understand that it is the custom of the district and all that neighbourhood of Strathearn and the Carse of Gowrie not to have cottages as we have them in Midlothian; but the general rule of the district is to have bothies, and therefore I suppose this man took his farm just as everybody else took his farm in that district.

4536. Mr. *Arthur Peel.*] What is the impediment to the landlords building a sufficiency of cottages on their estates; is there any impediment in the operation of the poor law?—No impediment at all in the operation of the poor law, but I believe that this system has sprung up, partly from thoughtlessness and partly from an idea of economy. It is supposed to be more economical to have six unmarried men, for example, living together in that way, than to have six men with families.

4537. You are aware what was the cause in England of the landlords pulling down cottages, namely, that there were small areas of chargeability; you could get your labour from another parish, and could shovel off your own poor on to your neighbour's parish?—Yes.

4538. Do you think that in Scotland, by enlarging the area, you would take away any legislative impediment to building cottages?—The question of extending the area of chargeability is another question, but I do not think that it would affect this question much. I think that the present practice has been more the result of habit, and an idea of economy; but it seems to me that if you are to deal thoroughly with the question of pauperism, you must deal directly with this question of houses, because I believe that a man's social position has a close connection with the house that he lives in, and that unless you in some way or other deal with that element, you will never elevate our Scotch peasantry.

4539. But before you resort to this mode of compelling the landlords to build a better class of houses, had you not better look to see if there is any impediment in the poor law preventing them from doing it now?—So far from there being any impediment, the Legislature, I believe, once and again has interposed to the effect of empowering the landlords to do it, and burdening the estate. In the case of Mr. Dunlop in the south of Scotland, it was found by the Court of Session that a Scotch landlord could burden the estate for a dog kennel, but not for a labourer's cottage, and there was an Act passed, giving him the power; but I would like to see it carried further, and made compulsory.

4540. Mr. *Hamilton.*] Would you carry it further still; would you compel a coalmaster or a manufacturer to put up as many cottages as are required for his workmen?—Certainly, but the difference is this, that the colliery is a more temporary affair, and the coalmasters often do put up cottages, though not always such cottages

Rev. Dr. *Begg.*

8 June 1869.

as are required; but the case of a matter that is temporary is different from land which is permanent.

4541. But take a manufactory, an ironwork that is likely to last many years: would you make it compulsory upon the owner to build sufficient cottages to do away with lodgers?—I certainly would take care that all the arrangements about the houses were, as far as you could reach them, conducive to social decency and elevation. I am certain that to grapple with the pauperism question in this way is far safer, and would in the end be more economical, than to let matters take their course, as they are doing at present, and tax the community for the result.

4542. *Chairman.*] But is it not your opinion that a very large proportion of the paupers are created paupers by these large manufacturers?—I have no doubt of it; but, at the same time, there is another element which comes in there besides the mere houses. Wherever you mass multitudes of people together, of course there is a tendency to social degradation.

4543. If the compulsion is necessary in rural districts, *a fortiori* it would be necessary in these large agglomerations of people, would it not?—I should say so, to the extent to which they are permanent. In the one case, that of land, you are sure of permanency. In the other case, the arrangement is often of a very temporary kind.

4544. Take a cotton mill?—In reference to a cotton mill, or anything likely to be permanent, I would take care that arrangements should be made by which people could live in decency, and all those temptations to fly to the public-house should be taken away.

4545. Would you do that by offering inducements, or would you bring in the strong arm of the law to compel the man?—I would do it as far as possible by giving inducements; at the same time I would take care that it was done. The only other point I wished to say a few words about was the matter of workhouses. It seems to me that this is a great source of evil in Scotland as it stands, and that the very notion of a workhouse is altogether out of existence. There is no doubt that the workhouses in England were intended to be places where men were to work, and all paupers were to exert themselves as far as possible for their own maintenance, but we have got the notion in Scotland that inasmuch as we have nominally no able-bodied poor law, therefore it is immaterial whether our so-called workhouses are put down in cities, or are arranged with a view to work or not. Now, I will state the result of my own observation. I have gone over a great many of the workhouses in England and Ireland, and I have seen a great many of the workhouses in Scotland, and I am perfectly certain that, except in times of pressure, when able-bodied men may flock to the workhouses in England, you have about as many so-called able-bodied people in the workhouses of Scotland as in England. You have the mothers of illegitimate children, and people who choose to be idle rather than work. And it seems to me that the whole of this matter requires revision. I would not make those grand palaces for paupers to live in. I think it a most pernicious thing for the poor to see beggars living in palaces while they themselves are living in hovels, and I believe that to print in the newspapers, from time to time, that the best of everything is to be provided for the workhouses, while poor labouring men have the utmost difficulty in making ends meet is most injurious, and for my part I would put every one of those workhouses on a large piece of waste land, and would make every human being within the walls of them work. Everybody can work half or more, and it seems to me that the rule should be that these places should be put down where there could be work; I would put them down all where there is peat moss, where they could cut their own fuel. I suggested, many years ago, two or three places that seemed to me very suitable for the purpose. For example, there is a large space between Falkirk and Alloa through which the railway passes. When the moss is removed there is first-rate land which lets at 2 *l.* an acre. It seems to me that if a poorhouse were put down there they could supply themselves with fuel, they could gradually bring in a quantity of that land, and supply themselves, to a large extent, with the necessaries of life. It should be a principle, in short, in the administration of the poor law, that nothing should be given to people in the way of mere charity which they can earn by their own industry.

4546. But is it not the principle of the new poor law of Scotland that people who can win their own living are not proper objects of relief in any way whatever?—Yes; but there is a distinction between being able-bodied to the effect of being able to do a complete day's work for other people, and being able to do so much towards your own maintenance. Now I think that this distinction has been overlooked, and that because people are not able-bodied, in the sense of being able to earn a full day's wage, they have been supposed to be unable to do anything, whereas I am perfectly certain that every man that is not in his bed can do something. Now, here is a matter that to me is possessed of considerable interest; namely, the maxims that are adopted at Hamburg in dealing with the poor: "That every allowance which supersedes the necessity of working becomes a premium to idleness; that labour, not alms, should be offered to all who have any ability to work, however small that ability may be. That 1 *s.* which the poor man earns does him more real service than two which are given him. That if the manner in which relief is given is not a spur to industry, it becomes, in effect, a premium to sloth and profligacy; and that, if the mere support of a pauper is above what any industrious person in the same circumstances could earn, idleness will become more profitable than industry, and beggary a better trade than the workshop." Now, it seems to me that a very great expense has been incurred in Scotland in the building of those so-called workhouses, grand palaces, in the neighbourhood of cities, or in cities, and that you will require in the end to build them all over again, or to build them out in the rural districts, so that the paupers may work, and to a large extent earn their own food. I know that people are apt to say, "But would you put them in competition with ordinary labour?" I say, "No; I think it would be a thoroughly vicious principle." But the question is, how they are to be fed and clothed; and in so far as they can feed and clothe themselves I think that they should be compelled to do it, and should not become pensioners upon the general public. Anybody who will go into these workhouses will see that there is a very great amount of waste labour

our there. The former governor of our city kkhouse told me that he was quite certain that large extent he could make these poor self aining; and in Ireland in connection with workhouses there is a great amount of work e. Now I am perfectly certain that till this ooked into more closely very little good will ult. And there is another matter which I will ntion in connection with it; the people at sent are allowed to go into those workhouses, come out at their own discretion; they need y give 24 hours' notice and go out, and e back. Now, I think that it ought to be rule that they should give a month's ice. They go out and get drunk, or go out work mischief and come back again at their will and pleasure; I think that a man that kes himself over as a pauper should not be wed to act in that way, but should be obliged least to give a month's notice. And if you le all those paupers that are supported in your rkhouses do work out in the rural districts, help to keep themselves, I believe that you uld take a step of the greatest importance in right direction. I may mention that I pub- ed a pamphlet on this subject 20 years ago.

4547. Mr. *Orr Ewing.*] Supposing that you l that rule of a month's notice and that a man nsgressed it, how would you punish him?—ought not to get back, to begin with, he uld not be allowed to walk out and in that rkhouse like a man walking in and out of his hotel.

4548. He would become a vagrant then, would not?—You would require, in any alteration the poor law to see to the laws of vagrancy).

4549. Mr. *Armitstead.*] What alteration would make in the laws of vagrancy?—That is a re difficult question, but you would have to ly consider the law of vagrancy, because I derstand now in some parts of the country ople find it to be a more profitable thing to at large than to come upon the parochial rds, and it is quite evident that there should something very definite done. The other day was reported in "The Times" that they had ablished an association, I think at Blackheath, the purpose of investigating the cases of per- s that applied for alms, and it would appear t during the first month, 400 persons made plication, 200 of these would not submit to y inquiry into their case at all, that is, were nd to be tramps; and the investigation proved 0 more of them to be impostors, and there were ly 16 found to be deserving paupers, and 10 re found to be labourers; that is to say, 26 t of the 400 were found to stand an investiga- n. That shows that vagrancy is going on in gland in a most unwarrantable form, and it s been going on in the same way in many of r country parishes in Scotland, and I believe at whatever course you take as to the subject pauperism, you will require to deal with va- ancy at the same time.

4550. Mr. *Hamilton.*] Are not the paupers em- yed in Edinburgh in doing work?—Till lately ey were not employed at all, but lately they ve employed some. They employ old carpen- rs to do work in the workhouse, and old aziers, and workmen of various kinds to do rtain classes of work, as much as to show that those men there is work if you can take it out them.

4551. Do you think that if those mothers of illegitimate children are made to work for their own support, there is still a surplus of labour unemployed?—Yes; I think that if people have simply the idea that they are to go in there and live in idleness, you will find a great many people to do it; whereas, if it is understood that they will have to work, there is so much indolence in human nature, and especially in that kind of human nature, that you will diminish pauperism by that process.

4552. I ask whether they are not made at present to work in Edinburgh?—The whole available process is not carried on at present in any workhouse in Scotland. If you took them out where there are two or three hundred acres of waste land, you could get much more work out them.

4553. They have a garden in the case I refer to?—A garden does not do much for 3,000 or 4,000 people.

4554. *Chairman.*] Are you aware that evidence has shown us that wherever the poorhouse test has been stringently applied pauperism has been cut down, and the rates diminished?—I have no doubt that the workhouse, as it stands, has had a repressive effect, but I think that it might have that effect to a much greater extent.

4555. You do approve of the workhouse test?—Decidedly.

4556. All you want is to utilise the workhouse test still further?—Yes, I would carry it much further.

4557. Sir *David Wedderburn.*] Are you aware that such a system as you have indicated is now in practical operation in the State of New York?—In regard to crime, I believe it is.

4558. Distinguishing, for instance, the workhouse proper, where vagrants, tramps, and persons poor but able to do work are confined, from the alms-house where the aged and infirm would seek relief?—I was not aware of that; but I know that in Holland they have, to a considerable extent, applied the process that I speak of to pauperism; I do not know how far successfully; I think it would be desirable to have an investigation into that.

4559. Sir *Graham Montgomery.*] Do you think that the rule of the Board of Supervision, which compels every parochial board to have a house in the parish to put any pauper in who happens to be taken ill in the parish, is a great incentive to vagrancy?—I am not aware of that.

4560. Mr. *Miller.*] Supposing the existence of a house of that description in each parish, would not that be an inducement to vagrancy?—What I would chiefly look to would be this, that no persons should suppose that they were entitled to live upon their neighbours, except in so far as they were themselves absolutely incapacitated from working for their own support; I think that in so far as you hold out to the general public the idea that they may waste their means and act as they like, and in the end of the day live upon their neighbours, you are doing nothing but mischief, and, therefore, I would in every way check that.

4561. *Chairman.*] But still you must prevent their starving, and how are you to make those two things meet?—I would say, "You come here and work, and if any man will not work neither shall he eat, but he shall eat if he will work." I would relieve their immediate wants decidedly; but upon the condition, that so far as they had

Rev. Dr. *Begg.*

8 June 1869.

any power of working they should give it, and I am confident that they would be much happier themselves, and I am certain, moreover, that the practical effect of this would be exceedingly beneficial.

4562. I do not suppose that any one would dispute the principle; the great thing that we want to know is, how to apply these principles by action of law?—The Board of Supervision seem to have appointed all those workhouses to be built near cities, and for the first time you are trying something different from it in the immediate neighbourhood of Edinburgh, but I should like to see it tried upon a larger scale; I should like to see the principle fairly established by law that it is to be a workhouse, and that people in such places are to work.

4563. I think that I gather from you this, that the Board of Supervision has required these houses to be built upon too extravagant a scale?—I believe that entirely.

4564. And that in addition to this, they have not adopted the principle of making them a test of work, so far as the inmates thereof can work?—I think so, and I do not believe it is possible to do that, except you employ them in work upon land, because in any other way you come immediately into collision with the ordinary work people, and I think that it would be exceedingly bad to have labour supported by public contribution, run in competition with independent labour.

4565. Having had experience of the two systems, that before and that after the Act of 1845, what is your experience of the condition of the poor; are they better cared for now than they were before 1845; do they get better allowances?—I do not think matters are improved; my experience is to the effect that you have made no improvement whatever, but on the contrary, there is a great waste of money. I think the new plan has worked very injuriously. I would not be disposed to say that in no case had it done good, but I think that the old system, as it was administered in my day, and as it would have been administered if matters had remained as before, was altogether better, both in principle and in practice, than the present system.

4566. Then I may take it shortly, that if there is any improvement in the condition and care of the people, it is in no way commensurate with the increased expenditure that has fallen upon the ratepayers?—By no means; suppose that you were to double or treble the expenditure, and that instead of 800,000 *l.*, you made it 3,000,000 *l.*, you would not improve matters; I think it is just the lean kine eating up the fat, and not making themselves a bit fatter.

4567. As to one element of the expenditure, namely, that for the lunatics, which is a large proportion of the expenditure, do you not consider that that expenditure has been properly applied?—I believe that in so far as you have searched out the cases of lunatics, who, to some extent were ill-used formerly, good has been done; but it is quite certain that lunacy also is a result of the same evil causes that I have been speaking of. There is not the least doubt that if you investigate the matter, you will find that lunacy is produced in nine cases out of ten, by the very same causes that produce ordinary pauperism, and that in order to remove that lunacy and the expense of it, you just have to adopt the same course as you require to adopt in the case of ordinary pauperism. But I certainly admit that in so far as the lunatics have been directly cared for, and cared for perhaps more than under the former system, there may have been some good done.

4568. Do you think that the Act commonly known as the Act of Forbes Mackenzie, has had any sensible tendency upon the drinking habits of the country?—I believe that it has been a very good Act indeed; that it has been upon the whole decidedly advantageous, and that if you were to adopt means for the shutting up of shebeens, which you would do with a right police, the Forbes Mackenzie Act would be of extreme value.

4569. Is there any other point you wish to mention?—No; I shall be glad to answer questions.

4570. Sir *Graham Montgomery.*] With reference to these cottages that you speak of, what plan would you suggest for meeting the difficulty that the rent that the agricultural labourer can and will pay does not return a fair interest upon the money laid out on the cottages?—I have always been accustomed to look at cottages as part of the apparatus of a farm, and not to consider that they ought to be paid for separately. I think that the men that are absolutely required in connection with the working of a farm should be provided for just as the other agencies that are connected with the working of the farm should be provided for; I think that it is a mistake on the part of landlords to look for the remuneration in the form of rents from those cottages; but that as is the case of other farm buildings, they should look for their remuneration in the increased improvement of their property and the increased rent of that property.

4571. Sir *David Wedderburn.*] Have you known cases where any large and wealthy landowners have built very comfortable cottages, determining that their workpeople should have a better standard of comfort, and have found afterwards that these people instead of using the cottages for their own families, have lived in one room and let all the rest of the cottage, and so made a small bothy of it?—Yes, I know cases of that kind myself, and of course I disapprove of that; but I believe that that is in consequence of their not yet being prepared to take advantage of a right system. In the long run, however, they would fall into the right system. People accustomed to live in a kitchen do not think that a room is of any consequence. But, on the other hand, I know this: when I went to Libberton first as a minister, I have even met a case like this, a person ill in bed, a person dead in the next bed, all in one room, and this one apartment only for the whole family; whereas I have known this case happen since, a one-roomed cottage had a three-roomed one substituted for it, and I have gone to visit in the same parish, and have found one person ill in one room, and another ill in the other, and still the kitchen reserved for the living place of the family. No doubt you will not get people who have been accustomed to a degrading state of things, elevated by any sudden process. If I were a landlord I would prohibit the taking in of lodgers where I thought all the room necessary; but there has been a mistake in building those cottages on too expensive a scale and employing architects; an architect does not think it worth while building a cottage unless it is to cost 200 *l.* or 300 *l.* But I would manage it differently

erently, and make it a plain structure without unnecessary ornament or expense, and I ıld adopt means to drill the people to under- ıd the importance of occupying the whole ıage. I am certain that in a very short time this difficulty would pass away, and especially f the cottages were in such sufficient numbers t the temptation to let rooms was greatly ıinished or removed.

4572. Sir *Graham Montgomery.*] I suppose t the dearness of fuel in many parts of Scot- d is one main reason of the system of using room for the whole family?—No doubt of it; and I think that there is a great blunder in king those cottages as I have seen them nned by architects, the idea being that they ıld afford to have two fires, whereas, they cannot; and a good big kitchen, with two beds beside their one fire, is an essential for those people. In short, in the course of time I am sure that the whole of the existing habits of the people, so far as they are objectionable, could be improved, and that it is only by improving the social habits of the people, and elevating their moral state that you can touch the heart of the pauperism, and if you do not touch that, it is a deep-seated cancer that will eat out the heart of the country. It is already producing a revolution; it is all very well to say that it is not getting worse; it is getting worse, and unless it is dealt with intelligently and finally, I believe that it will be a very serious thing for the country, and for all those who have property in it.

Rev. Dr. *Begg.*

8 June 1869.

Mr. David Lewis, called in; and Examined.

4573. Mr. *Miller.*] You reside in Edinburgh, elieve?—I do.

4574. And you are a member of the town ncil there?—Yes, I have been for the last five rs.

4575. I believe, in your position there, you ve given your mind much to social reforms?— s, for the last 20 years I have taken consider- e interest in questions of a social kind.

4576. And you have turned your attention, as nderstand, a good deal to the operation of the or law?—Yes, I have given it considerable at- tion.

4577. You are one of the managers of the city rish board?—Yes, I represent the town coun- as one of their representatives at the city ard.

4578. You have also, I think, set about some vement in regard to the operation of these laws the different bodies with which you are con- cted, by moving that the bodies petition Par- ment, so as to have an inquiry made?—Yes. the spring of last year I submitted a motion both boards, suggesting that they should peti- n for a Committee of Inquiry into the causes the increase of pauperism and the consequent penditure.

4579. That is, both the town council of Edin- rgh and the parochial board of the city parish? Yes, in both boards.

4580. Now, taking the different departments the case, what are your views as to the increase pauperism in Scotland, so far as your expe- nce goes?—I am decidedly of opinion that it increasing; and if I understand aright the turns of the Board of Supervision, and contrast e position of pauperism in the year 1845 with position in the year 1868, there is a marked crease in the various departments of pauperism. appears very difficult to get a fair comparison on all the phases of pauperism, seeing that in e early returns the dependents are not given; t if we take the aid of those returns that are ven in the report for 1845 and make a contrast th that of 1868, there does appear an unmis- keable increase. For example, if we take the gistered poor in 1845 they amounted to 63,070, d if we take 1868 they amounted to 80,032, ving an increase of 27 per cent., while the popu- ion had only increased at the rate of 17 per nt. Then, turning to casuals, we find that in 45 there are entered as relieved 26,894, and in 68 the number has increased to 37,882, or an 0.42. increase of 41 per cent., while, as I have stated the population was only increasing at the rate of 17 per cent.

Mr. *D. Lewis.*

4581. Mr. *Hamilton.*] Is this for Edinburgh?—This is for the whole of Scotland.

4582. Mr. *Miller.*] That is, taking the Board of Supervision's reports?—The Board of Supervision's reports, and keeping in view the fact that we cannot make a comparison with the dependents of either registered or casual poor, seeing that these dependents are not given in the earlier reports of the Board.

4583. Now, from the time you have given to that matter, are you able to state to the Committee any causes for the increase of pauperism?—I have looked pretty narrowly into the matter, and the first cause that I believe to be in operation after 1845 is the vast increase of labourers that came from England and Ireland for the purpose of executing the railways, and after the execution of these public works they were thrown out of employment in vast numbers; and, instead of returning, settled down in various parts of the country, thereby reducing the value of the agricultural labour, and working at such wages that it was with the greatest difficulty possible that they could maintain themselves; and in consequence, when winter came, or sickness fell upon those labourers, they, as a general rule, fled to the parochial board for assistance.

4584. Mr. *Hamilton.*] You think that wages have fallen in Scotland?—Very materially, after the execution of the railways. The wages that were then given for the agricultural labourers were very much less than the wages given before the execution of these public works. I would mention here, in illustration of this, that I find, in looking into a report published by the superintendent of police for the county of Haddington, and submitted to the quarter sessions in May 1849, that he states that there were found in the county of Haddington, at that period, 1,060 natives of Ireland, of whom 31 were employed as farm servants, 230 as labourers, 267 as outworkers, 134 not in constant employment, and 398 women and children; and the report further states, "that in many cases the wages given to those Irish labourers are low, and very insufficient for the maintenance of themselves and families; in consequence of which, the wives and children have recourse to begging." That report was submitted by the superintendent of police, and was accepted as correct;

Mr. *D. Lewis.*

8 June 1869.

correct; and I have no hesitatation in saying that in other parts of Scotland there were similar causes in operation; then, another cause that strikes me as being productive of pauperism is the evil of illegitimacy. I have looked somewhat narrowly into that, and I find that there are at present upon the roll of children boarded out from the city parish 334; of that number there are 86 entered as illegitimate, or fully 25 per cent; these children are boarded out at a cost of 9 *l.* 0 *s.* 3 *d.* per annum each, and, as we see, a large number of them are the direct result of illegitimacy.

4585. *Chairman.*] Would that amount of 9 *l.* 0 *s.* 3 *d.* include clothing?—It includes clothing and everything; then, in speaking of this question, I think that the operation of the poor law is to aggravate this evil. For example, we find that in connection with the city parish it is no unfrequent circumstance that after one of those unfortunate females has had a child she comes back upon us. In looking into our books just the other week I found one entered there; she had just come in that day; I happened to turn the book, and I found that she was entered as 36 years of age. She had been brought in to be confined of her sixth illegitimate child. There is another there at the present time, 35 years of age, who has had five illegitimate children; she has a sister, 26 years of age, who has had one child; and to show that it is really becoming a sort of chronic evil, I may state that we have the father of those two women, so that we have the father and his two daughters, and several of his grandchildren there, in the city workhouse at the present moment; that, I apprehend, to be one of the growing evils arising from the poor law, and certainly one of the great causes of pauperism.

4586. Mr. *Miller.*] It is just pauperism producing pauperism?—Precisely, as I view it.

4587. Sir *David Wedderburn.*] And in these cases is no one contributing to the support of these illegitimate children?—Not one.

4588. Not the putative father?—No; and it is one of the greatest difficulties which we have to make the discovery of the father; in short, in some cases it is utterly impossible. You may get the father for the first child and in some cases for the second, but when the woman has some three or four or five or six children, it becomes out of the question; there is no evidence that would bear upon anyone, so that we find it becomes utterly impossible to discover the father in those cases.

4589. Mr. *Orr Ewing.*] And do you think that the poor law has a tendency to increase the illegitimacy, instead of diminishing it?—I do.

4590. *Chairman.*] In what way?—These females come into the workhouse to be confined; after they have been there for some months they go out with the child, and not unfrequently we find that they are coming and going. They get thoroughly divested of self-respect, they get dissociated in a great measure from healthy influences, and then they have this knowledge, that whenever they get into adversity they have nothing to do but to knock at the door of the poorhouse and be re-admitted. So that I am of opinion that in this system of pauperism there is an evil whenever people are brought in contact with it; in short, when a working man is induced to take parochial relief, you find that the mischief done to him is in a good many cases irreparable.

4591. Mr. *Orr Ewing.*] What would you suggest; would you suggest that the poorhouse should be shut against these unfortunate women who have illegitimate children?—No; but I would suggest this: instead of their being allowed to go out with the children after they have been two or three months in the house, I would be disposed to have a nursery in the workhouse and take the child from the mother, except when it was really requisite for sustenance that it should stay with the mother, and I would not be disposed to let the mother go out just when she thought proper. If she was kept there for a period of six, nine, or twelve months, and worked there as a servant under workhouse superintendence, I think that that would produce a salutary effect as compared with the existing system.

4592. Mr. *Hamilton.*] In short, she would earn her livelihood?—Yes; and more than that, if she came back a second time, unless she was prepared to get something like security for the maintenance of the child, I would not be disposed to let them go out, or, at least, not to deal with her as leniently as at present she is dealt with.

4593. Mr. *Orr Ewing.*] What would you do unless there was some security got for the maintenance of the child?—Unless there was some security I would endeavour to keep her there working for its maintenance as a servant.

4594. But how many unfortunate women may you have with illegitimate children in your parish?—I cannot give the number, but it is very considerable.

4595. How many would you suppose?—It would just be a mere guess if I gave any number.

4596. Some hundreds, do you suppose?—Yes; I stated that of 334 children upon the out-door roll 86 are illegitimate.

4597. Do you think that you would have sufficient work in your establishment as domestic servants for all these illegitimate mothers?—It is very questionable, if we would, but there are other sorts of work that might be devised for them.

4598. Mr. *Hamilton.*] You would prefer getting at the father, if possible?—Yes, where it is possible.

4599. Could you suggest any alteration of the law for doing it?—I do not believe that in many cases it is possible after the women have got two or three children; in some cases they could not themselves inform us who the father is.

4600. In the other cases the law in England is very summary; would it not be better if it were made so in Scotland?—Wherever there was a possibility of getting at the father, most certainly I would be prepared to adopt any measure at all reasonable; in fact, I do not think the law could be made too stringent for the apprehension of the fathers of those children.

4601. In short, it is an expensive process now?—It is.

4602. You would rather have a cheaper process?—Yes.

4603. Mr. *Orr Ewing.*] Do you think that it would be possible for these unfortunate women to get security for the maintenance of their children?—I think that after the first or second child it would be very difficult.

4604, In other words, so difficult that it would be impossible to carry it out?—Yes, unless we go upon this principle, that when they do throw these children in such numbers on the board they should be kept to work for their sustenance.

4605. Mr.

305. Mr. *Hamilton.*] Unless they could get security of the father?—Yes; I have just stating that in regard to these 86 illegitie children they cost the parish annually each 0 *s.* 3 *d.*, so that it becomes a very heavy upon the rate-paying community. I would isposed to recommend that you should put e mothers in a position to really work for the ntenance of their children.

306. Mr. *Orr Ewing.*] You suggest also that mothers and the children should be separated? n many cases, I believe, that would be a very t blessing. Wherever they are of dissipated, ndoned, and reckless habits, I think it would ne of the greatest benefits that the children ld be taken from them.

307. And you would rear the children in the rhouse nursery which you spoke of?—Yes.

308. *Chairman.*] That is to say, during the e when they are not fit to be boarded out?—Yes. find now that we are not realising the difficulty get nurses in the country that we used to e; and, in speaking on this subject, I would ngly recommend that in all cases where it is at ossible, the children should be boarded out; in t, the benefits are so great that that should made compulsory, unless some good reason ld be given to show that it was not possible. ay refer to a return which I have here, from ch it appears that the number of children on roll at May 1866, was 280; the number rded out during the two following years was ; giving us a total of 529. And these are s accounted for: five died; there have been renticed out, 64 boys; sent to service, 72 s; taken off the roll by friends, 51; leaving present on the roll, 333. Now, I find on inring of our inspector, who has had 15 years erience, that there is not one single case on ord where one of these children sent out in ly years has ever come back on the parish. ey have been sent out to widows and wives of ourers in the country, and we send them to ools in the neighbourhood for education, giv- them all their clothing, and they just become t sight of amongst the industrial population, l we have not had one single case returned.

4609. Mr. *Orr Ewing.*] At present, you only id out orphan children and neglected children; u do not send out all the illegitimate children? I have stated that 86 are illegitimate; but it not in every case that they are boarded out, cause the mother may say, after she has been o or three months in the house, "I will go d take the child with me," and in those cases e is allowed to go.

4610. *Chairman.*] You only put them out here the parents consent?—Yes.

4611. Mr. *Orr Ewing.*] Then, I suppose, you ll agree with Dr. Begg, that these women ght to be put in a position to work, and that u should have your poorhouses in a rural part? I am very much of that opinion. We have me poorhouses where the ground is valuable, d in these cases, I think they might be put to possession of one of those vegetable gardens at we have round the large cities, and they uld be there set to work, and not only provide iat was required for the maintenance of the nates, but at the same time could be made eful otherwise.

4612. Is there anything to prevent your act- in that way at present?—No; we are at esent in course of getting a poorhouse erected, and there is a considerable piece of ground attached to it, and it is the present intention of the managers to make the experiment I have indicated.

4613. *Chairman.*] Do you not endeavour to get these women as soon as they are fit to go out of the house taken up by farmers as labourers?—No; I do not think that as a general rule we could get farmers to have much to do with them; there is a very strong repugnance among farmers, generally, to have permanently settled among them those who have been associated with pauperism.

4614. Sir *David Wedderburn.*] Do you think that such a system of treatment as you propose would have a tendency to reduce the number of illegitimate births?—The process which I have indicated appears to me the only course we could adopt under the circumstances.

4615. Mr. *Orr Ewing.*] Have you looked into the state of illegitimacy in Ireland, and in England?—Yes; in Ireland we find it lower than any part of the United Kingdom.

4616. Do you know the proportion compared with Scotland?—No.

4617. Would you be surprised to hear that it was only one-third?—Not at all surprised.

4618. Why are you not surprised?—So far as I am able to gather the particulars of the Irish people, I think they marry much younger than we do in Scotland, and I think that that is the only explanation we can reasonably arrive at.

4619. But are you quite sure that that is the fact?—Yes.

4620. If you look at the statistics that are published, you will find that marriages in Scotland, as a rule, are earlier than in Ireland; you are not aware of that?—I should not have so expected it; there is a very general feeling to the effect which I have mentioned, but I am not prepared to lay my hand on the figures. But this leads me to notice another cause of pauperism, which has something to do with what you indicate, and that is the desertions that we have. I think that we get here at the evils of the Scotch law of marriage, or rather at the prevailing custom amongst the humble classes of cohabiting without really going through the ceremony of marriage at all; and as evidence of that, I may state that I have frequently made inquiry very minutely into cases where there has been desertion, and I have discovered that not unfrequently a marriage has not been really legalised and registered, and that is not unfrequently the inducement for the man to desert; and in speaking on that point, if I might be allowed to make a suggestion, I would recommend that in Scotland the proclamation of banns should be abolished. It appears to have become practically obsolete, or useless for the purpose of publicity, which was its original intention, and I believe that the 10 *s.* or 15 *s.* fee is an obstacle with many of these poor people, and that it is used as an argument not unfrequently by the man to get over the difficulty in the mind of the woman. I think it would be well if we did away with the proclamation of banns, and instead, as we have now, the registrar's office open, the marriages were registered in proper form.

4621. Is it not the law at present, that the registration is quite sufficient?—No; no clergyman will marry a couple unless he has a certificate.

4622. Of registration that is, not of proclamation?—Yes, we find that they cannot get a certi-

Mr. *D. Lewis.*
8 June 1869.

ficate from the registrar unless they have gone through the usual form of proclamation. You will find that the registrar will not, under any consideration, give a certificate unless there has been a proclamation; and the reason is obvious, that he must have his 10 *s.* or 15 *s.*; he insists on that, and then the certificate is given. I suspect I am right, that the great difficulty that remains is that this money must be paid before the clergyman will marry them, and I think as a rule it would be an improvement to alter that state of things.

4623. Then I understand you to say that no person in Scotland can be married without paying 15 *s.* to the session clerk?—We have 10 *s.* and 15 *s.* fees. If they agree to be proclaimed three days they get off for the 10 *s.*, but if they wish to get proclaimed all in one day they must pay the 15 *s.*

4624. Mr. *Miller.*] You are speaking of Edinburgh now?—Yes; and the reason I can speak so confidently is that we have the registrars under the control and direction of the town council, so that we not unfrequently come in contact with these questions.

4625. Sir *David Wedderburn.*] Have you observed that among these mothers of illegitimate children there is a very small proportion of Irish, or Roman Catholics?—I have not the proportion, but I think that a very considerable majority of these illegitimate children would be found to belong to Irish mothers. I have not the returns; but from what I see in coming frequently in contact with them, I have no hesitation in saying that such would be the fact.

4626. Mr. *Orr Ewing.*] But if you say that the poor law of Scotland is the cause of illegitimacy, how do you account for the fact that in Ireland where they have a poor law too, they have so little illegitimacy in comparison with Scotland?—It would be one of those matters which it may be difficult to explain, and I am not so acquainted with the Irish history or the habits of the people as to explain it.

4627. But if you found such to be the fact, would it not shake your faith in what you have stated, namely, that the poor law in Scotland has tended to encourage illegitimacy?—I do not think it would, because we have the most positive evidence of it. When those women come in the first time, there is a sensitiveness and a susceptibility about them that is completely brushed off after they have been one or two months in the poorhouse.

4628. *Chairman.*] I may take it that, so far as Ireland is concerned, you do not profess to speak with any knowledge?—No, I have no knowledge of it. I was never in Ireland; but while I have given very minute attention to these matters, it is merely as they affect Scotland, and particularly Edinburgh. Then, in regard to this desertion of wives, I may say that that is one of the causes why we get a good many, both women and children, thrown upon the board. We have, at the present time, 27 women who are maintained by the board, with 72 children, and in each of those cases the wives have been deserted by their husbands. I called upon those women personally, as I was desirous to ascertain what was the operating cause in producing such melancholy results, and there were one or two women that did not satisfy me that really they had been legitimately married by a clergyman; but, with those one or two exceptions, I am satisfied that they were. We have an annual expenditure of 243 *l.* 2 *s.* in consequence of these desertions. It may be interesting to the Committee to know that I put myself to very considerable trouble to get at the origin of the domestic rupture, where there was domestic rupture, and the causes of the separation; and I found that out of the 27 cases there were 22 in which I had the most positive evidence that either the husband or the wife was extremely dissipated, really a confirmed drunkard, in short; and in some cases both were by the most positive evidence dissipated. Then there were two cases in which I found equally positive evidence that both husband and wife had been sober, and three cases that I could not find out personally.

4629. So that we have all the 27 accounted for; were you not able to find the husbands that had deserted them?—No.

4630. Was the law insufficient for the purpose?—I believe some of them are out of the country, others have gone to England; the inspectors have made the best efforts in every case, and completely failed in apprehending either of them. I may state here that the inducement of apprehending that class of husbands is not great, that we sometimes expend 3 *l.*, 4 *l.*, and as much as 5 *l.*, in getting one of these men apprehended; and if we get him what is the result? We got one 60 days' imprisonment, and he was only two days in the town before he was off again, so that they are utterly incorrigible, and it is throwing away good money without any beneficial results to prosecute them.

4631. Mr. *Fordyce.*] Do you find that these cases of desertions are increasing?—I think so; the only return I have got is of those on the book at the present moment, but I think inquiry would prove that they are increasing.

4632. Mr. *Miller.*] Would the governor at the poorhouse be able to give information on that point over a longer period?—Certainly, over a number of years.

4633. Mr. *Hamilton.*] You can suggest no remedy?—Not in dealing with this particular class. They appear to live beyond and above all regard for any law whatever, and I am very much afraid that we can do nothing unless in the way of prevention; we can do very little to reclaim or cure them after they have got into that class.

4634. *Chairman.*] Do you think that the poor law has had any effect in increasing desertions?—I do not think that the poor law could be charged with increasing them to any extent.

4635. Mr. *Orr Ewing.*] You make the expense a reason for not punishing these men who desert their wives?—And the great difficulty of getting them.

4636. As to the expense, do not you think it is your duty to punish a man as a criminal, regardless of expense in these cases?—We find that the expense is so very heavy, and the murmuring and complaints from the ratepayers so very general, that we feel desirous to keep the expenses at the minimum, and I am pretty much of the opinion that we may punish them as criminals, but there will be no salutary benefit.

4637. *Chairman.*] Then at whose expense are they kept in prison, at the ratepayers?—They are kept at the expense of the Prison Board.

4638. The Board has to pay; that is, the ratepayers?—Yes.

4639. So that, in fact, you increase the expense in both ways, and get no benefit?—Just so.

4640. Mr. *Orr Ewing.*] Do not you think that by

at loose way of carrying out the law, you rage men to desert their wives?—We do ncourage them.

41. What is the effect practically?—The is this, that whenever a husband deserts his he goes beyond the boundary of our juris- on; as I stated previously the instruction of nspector is to find those men out at once, and ave men not unfrequently in Glasgow and ports in quest of these men, but the diffi- is to get hold of them; we never hear of a or have any evidence that would enable us ke hold of him, without immediately taking ntage of it.

42. If they run away a second time, you them as incorrigible?—No; even in the of this one that ran away after having been ys in prison, if we could have got hold of we would have prosecuted him and got him ison.

43. Mr. *Miller.*] Do these men look upon isonment as a great punishment?—Not very so; then another cause of pauperism, and r the most prolific as I think, is this drink m; drinking and drunkenness appear to be, think, the cause of three-fourths of all the perism that we have got to do with in Edin- h; and if we could devise some way of deal- with the public-house system, I think we d get quit of a large amount of the evils ciated with this vexed question.

44. *Chairman.*] How many public-houses you in the city parish?—I could not give number of them in the city parish, but in burgh I think we have about 840 alto- er.

45. In a population of how many?—About 000; and what I would complain of in speak- of these houses is the reckless way that the istrates license them amongst the dwellings he poorer classes, that very class that we are ing to benefit, and whose power to resist the ptations of the liquor shop is reduced to the imum. For example, I find that in the Cow- e, where the very poorest of the poor in Edin- gh reside, we have 30 licensed liquor shops, if we take the High-street, where there is in a very large population of poor people, we e no fewer than 44 of these houses; and in Canongate and the closes adjoining, where ie but poor and working people live, we have of these houses; so that this is a great griev- e, and I do think that something should be done prevent the licensing magistrates from putting h undue numbers in those places where the ple are the least able to resist them.

4646. Can you tell us at all on what ground it pens that they select these poor places; are publicans keener to get licenses in these poor ces as being more profitable than others?—I ieve the reasons are twofold, and that is one them. A publican feels that there may not so much money got; but there is no difficulty getting the money from the people who come o these shops. Then there is another reason; other parts of the city the inhabitants kick inst the public-houses, and say, "We will not ve liquor shops in this district"; and they have influence and a power that the magistrates re not resist. But the poorer and the working sses are divested of all influence and power to ist them, and, in point of fact, they have got o that desponding condition that they just cumb.

4647. Can you state, to your own knowledge, that the public opinion in the better parts of a town is considered by the magistrates, and has an influence upon them?—Most certainly.

4648. Mr. *Orr Ewing.*] And has the opinion of the poorer portion of Edinburgh no influence upon the magistrates?—Not very much, I presume.

4649. Are they not voters now as well as those in the richer parts?—A very considerable number of them are voters; but they not only have not the same amount of influence, but they have not the same means of bringing it to bear as the others.

4650. But their tastes may not be the same as the tastes of the people in the richer parts of the town; they may, perhaps, wish the public-houses?—I think not. I think that were the case fairly put before them, the poorer classes, as a very general rule, would say, "We prefer that there should not be any such houses."

4651. I would like to call your attention to your statistics; you state that there are over 800 public-houses in Edinburgh; are you quite sure of that?—Yes, I think I am.

4652. Because there is a document before me that states that the public-houses in Edinburgh have been reduced from 424 in 1855 to 357 in 1866?—That would be within the royalty, perhaps. I think that there were about 837 there last year, and this year about 840. I am pretty sure of that.

4653. Mr. *Fordyce.*] Is the number increasing?—They are kept pretty steady in number. There is one fact that may do something to show the disposition of the poorer classes as to whether or not they would like public-houses. I find that in the year 1852, upon the motion of Mr. Hume, there was an inquiry instituted into the character of all the prisoners in the city prison in Edinburgh. There were at that time 569 prisoners, that is on the 1st of April 1852, and the question was put to them, "What do you think would be the effect of reducing the number of public-houses in the city"? and there were 504 who spontaneously gave the answer that they would prefer that there were none, and there was a very unanimous feeling that the reduction would be a benefit. Then, as illustrative of the statement that this drink system, this public-house system, has very much to do with this question, I may state that I find that in 1849 the General Assembly of the Church of Scotland obtained returns from 478 parishes in regard to their social and moral condition, and it was a remarkable circumstance that the pauperism and the general morality of the people were very much in proportion to the number of public-houses. Wherever they found a large number of public-houses they found an increase of pauperism and a corresponding increase of general demoralisation; I may state also that, in the year 1864, I was one of a number of gentlemen who employed a most reliable and trustworthy person to spend a fortnight in the south of Scotland, with instructions to ascertain what was the condition of the people there in relation to pauperism and general immorality; and he visited all the clergymen, all the schoolmasters, and all the inspectors of the poor, and I obtained from his report a return which I have here, which is somewhat interesting, and, I think, proves precisely the position indicated by the General Assembly's report. There were 12 parishes in the south of Scotland where there were no public-houses in the year 1864;

Mr. *D. Lewis.* 8 June 1869.

there was in those 12 parishes a population of 6,913 altogether; the registered number of paupers, with their dependants, amounted in all to 214, and the gross expenditure for the maintenance of those 214 paupers was 1,413 *l.* 13 *s.* 11 *d.* Then we took seven parishes, where there were public-houses, parishes in as nearly the same conditions as they could possibly be got, but where there was a population of 6,807; that is 106 less than in the 12 parishes without licenses. Then, I find that in the seven licensed parishes the registered paupers and dependants, instead of 214, were 357, and the expenditure, Instead of being 1,413 *l.* 13 *s.* 11 *d.*, was 2,032 *l.* 4 *s.* 9½ *d.*; showing an increase, although the population is 106 fewer, of 143 paupers, and an increased expenditure of 618 *l.* 10 *s.* 10½ *d.* Now, I know these parishes personally, and I have taken them under as nearly the same conditions as it is possible to take them in the circumstances; and, were this Committee to recommend that we should have a return, not only of the number of paupers, but of the number of public-houses all over Scotland, I think it would be found that this is a pretty fair indication of how matters would stand.

4654. *Chairman.*] Have you got in that return the amount of spirits sold or consumed in these public-houses?—No, I may state that I applied to the Board of Inland Revenue, who would willingly have given it to me, but they stated that the Government had no such returns as has been explained by Dr. Begg; they had the facilities formerly, but it is not possible now to arrive at that.

4655. Mr. *Orr Ewing.*] But there must be a considerable difference in the position of these different parishes, because in one case you have 12, and in the other seven, with nearly the same population altogether?—I found great difficulty to get the population to correspond, I was anxious to get the population to correspond, and having only the 12 parishes free of licenses I took them, and I took the seven parishes as nearly the same in their conditions.

4656. Are you aware whether in any of these 12 parishes there is any manufactory?—I do not think there is.

4657. Are you aware whether in the seven there is?—No, I think I know them all, and I very studiously avoided that; in short, I took those with the lowest populations, just by way of obviating that objection.

4658. Mr. *Miller.*] As far as you could know, the parishes were similar?—Yes, as near as I could find them; and there is one remarkable circumstance rather in favour of the idea which I indicate. A number of those free parishes are within four and five miles of considerable towns, such as Melrose, Jedburgh, and some of the larger towns. Then as I was aware that there is a question about the causes of the increase of expenditure, and in what cases that increase is generally found, I have got here a return containing a "Statement of the expenditure for maintenance of the poor (exclusive of cost of erecting poorhouses), in the years ending 14th of May 1847 and 14th of May 1868, showing the proportions thereof to every 10,000 of the population in 1841 and 1861 respectively, and the increase or decrease of those proportions in 1868 as compared with 1847, under the several heads of expenditure." I find that, from the Board of Supervision's returns, unless we take, in connection with those figures, the increase of population, we may arrive at results which quite illusory. I find here the population 1841 amounted to 2,620,216, and in 1861 it 3,062,294, an increase of 442,078, or 16·87 cent. of increase on the population. Th with the view of getting at the facts I h taken the proportion of expenditure in year, namely, 1847, to every 10,000 of population of 1841. We find that the amo expended in 1847 on the relief of the poo registered, was 336,515 *l.* 17 *s.* 9¼ *d.*, or 1,28 to every 10,000 of the population. Then t was the relief of casual poor, 36,340 *l.* 0 *s.* 1 or 139 *l.* to every 10,000 of the popula Then, medical relief was 12,879 *l.* 9 *s.* 6½ *d.*, 49 *l.* to every 10,000 of the population. Th management was 43,158 *l.* 0 *s.* 9¾ *d.*, or 165 every 10,000 of the population. Then, the expenses were 5,022 *l.* 11 *s.* 3 *d.*, or 19 *l.* to ev 10,000 of the population. Then, I have adopted the same mode of dealing with the po lation of 1861 and the expenditure of 1868, the aggregate is this, that while we have for year 1847 an expenditure of 433,915 *l.* 9 *s.* 6 or 1,656 *l.* to every 10,000 of the populati we have 795,483 *l*, 5 *s.* 2½ *d.*, or 2,597 *l.*, to ev 10,000 of the population, being an increase every 10,000 of the population of 941 *l.*, or per cent. of increase, taking the year 1847 the year 1868. So that you see it is prov beyond all question, that you have here an crease, and that increae very considerable, tak even the population, an increase of from 1,65 to every 10,000 to 2,597 *l.*, or 941 *l.* of incre to every 10,000 of the population. (*The st ments were handed in,* vide *Appendix.*)

4659. *Chairman.*] I have the figures bef me in the returns furnished by Sir John McN to this Committee, and the rate per head of po lation expended in 1847 was 3 *s.* 1 *d* and a fracti and in 1868, 5 *s.* 5 *d.* and a fraction?—I got statement of mine tested by an accounta one of the best accountants we have; so tha is thoroughly to be depended upon.

4660. Mr. *Hamilton.*] How do you account the increased expense?—One of the causes of increase is unquestionably the increase of p perism; we cannot get over that.

4661. *Chairman.*] What do you mean by "increase of pauperism"; do you mean an creased per-centage of paupers upon the popu tion, or do you mean an increase in the absol number of paupers, irrespective of the popu tion?—I mean the latter.

4662. But you have taken this calculat about the expenditure, and very properly c pared it with the increase of the population Yes.

4663. You cannot take the increase of paupers without comparing it also with the crease of the population, can you?—That precisely the principle that I applied in tak the number of paupers registered in 1845, compared with 1868; there is an increase of per cent., while there is only an increase of per cent. in the population.

4664. But the statistics which we have furnished by the Board of Supervision are the that for the 10 years ending in 1859 the p centage of paupers to the population was 3·8 per cent.; that for the last nine years (we h not got 10 years yet) up to 1868 inclusive, it 3·861; so that the per-centage of increase on average by these figures is only ·019 per cent.

y figure goes back to 1845, and that is where e discrepancy may arise.

4665. Mr. *Hamilton.*] You do not take inter-diate years?—No; I think you will find if u take 1845 and 1868 that there has been an rease of 27 per cent.

4666. Mr. *Orr Ewing.*] Is it fair to take 1845, the ry year that the law was enacted?—That may a question; it might be a year or two before e law came fairly into operation, but there is a eat deal that can be said for this view of it; at so soon as you had the law fairly established, u must take the responsibility of its action, d I have no doubt that the very recognition of e law, the very fact of its being placed on the tute book, told at once upon a certain class the community.

4667. The law was enacted in 1845, was it not? Yes, it was passed in 1845.

4668. It could not have been passed, I suppose, til the month of August?—No, I should say t.

4669. Do you think it fair to compare that year th the other?—I would be disposed to say that is quite fair, for this reason, that the very fact the passing of the law, giving such assurance the indolent and the dissipated that they were be maintained at the public expense, and their nilies in certain circumstances, must have had rejudicial effect upon their mind.

4670. *Chairman.*] One of the inquiries that e country is asking for is exactly to see whether not, and if it is so to what extent, the enact-nt of the poor law of 1845 has increased the ount of pauperism, and it is with that view t you are giving this evidence?—Yes, and I uld like it to be understood what I am aiming at; I would like it to be understood that I am of opinion that the effect of this law upon the community, that is the humbler classes, is to destroy their self-respect and to remove from them that independence of character which as a nation we at one time possessed. I have prepared a return as to which I may say that I could not conceive anything more conclusive (in Edinburgh at least,) to prove that there is this principle at work, and I can explain it in no other way than that it is the action of the law upon the humbler classes, leading them away from trusting to themselves, and leading them to trust to extraneous aid.

4671. You are aware, I suppose, that the principle of the Act of 1845 is the same as the principle of the old Scotch poor law?—Yes, in some respects it is; but we find that although this law of ours does not recognise, as in England, the able-bodied poor, yet there are an immense number who get upon our poor roll who are really and truly perfectly able and competent to work for themselves.

4672. Mr. *Orr Ewing.*] Is that the fault of the law, or of the administration of the law?—I believe that it is very much traceable to one clause in the law; I think that clause which gives the sheriff an action, or a supervision over the boards; I think that that is prejudicial to its operation. For example, we have frequently men who come up to the board whom we refuse, and whom we would continue to refuse to give parochial aid to, but they get authority from the sheriff; and although they may not be able to do a hard day's work, yet they are parties who are able and competent to work, and perfectly able to provide for themselves, and even to provide for their families also.

Friday, 11*th June* 1869.

MEMBERS PRESENT:

Mr. Anderson.	Mr. John Hamilton.
Sir Robert Anstruther.	Mr. Loch.
Mr. Armitstead.	Lord Advocate.
Mr. Cameron.	Mr. Mackintosh.
Sir Edward Colebrooke.	Mr. Miller.
Mr. Craufurd.	Mr. Parker.
Mr. Crum Ewing.	Sir David Wedderburn.
Mr. Orr Ewing.	

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. David Lewis, again called in; and further Examined.

Mr. *D. Lewis.* 11 June 1869.

4673. Mr. *Miller.*] You have given very considerable attention, as I understand, to the Board of Supervision's Reports?—Yes; I have taken some interest in studying them for several years back.

4674. But I think particularly of late, from your position as editor of the "Reformer"?—Yes; I have, in that capacity, entered very narrowly into the whole question, and their returns.

4675. The great object of that paper, I believe, is to bring out social questions and discuss them?—Yes; its columns are very largely devoted to the discussion of social questions, more particularly those affecting the industrial classes.

4676. Having given your attention to these reports, can you state your view of them, as respects the information which they give?—While they contain a very great deal of valuable information, setting forth the numbers who have been relieved, both as registered and casual paupers, with their dependants, and also the given number that are upon the roll on one day in the year, the 14th of May, we find that the latter is the only return which is really reliable. We can get precisely at the number of paupers who have been on the roll on one given day in the year, but it is impossible to arrive at anything like a correct conclusion as to the number of persons who have been relieved. These reports, however, furnish very decided data by which we can arrive at the condition of pauperism previous to the operation of the existing Act of 1845, and the state of pauperism as it exists now. There is just one way, I apprehend, by which we can make a fair contrast, and it is by taking the statistics in 1868, and those which were available in the returns of 1845. For example, we find that there are two kinds of returns for 1845; one sets forth the number of paupers who were on the roll on the 1st of February, and which amounted to 63,070. Then there were on the roll, on the 14th of May 1868, 80,032. And if we are to get a fair idea of the relative proportions of paupers in the two periods we must keep in view this fact, that on the 1st of February there are a much greater number on the roll than what we may expect to find on the 14th of May, inasmuch as the winter months are the months when the roll is invariably heaviest. Then, there is another return which gives the number of casual poor who were relieved during the year ending the 1st of February 1846, which was 26,894. We get precisely the same class of statistics in the report here for 1868, where the number has increased to 37,882. The total number of casual poor relieved in 1868, being 53,831, from which 15,949 fall to be deducted as being also enumerated as registered poor.

4677. *Chairman.*] What page are you referring to in that report?—I refer to pages 15 and 16 on the Board of Supervision Report of 1868.

4678. That page only gives the number of poor registered during the year ending 14th May not on a particular day?—If you turn to pages 198 and 199 in the Appendix, I think you will find it there, in Appendix (B).

4679. There is a column, "numbers of registered poor on 14th May 1868"; is that the column that you mean bringing out 80,032?—Yes. Then if we take the population in 1841, and the population in 1861, we have about 16 or 17 per cent. of increase upon the population; and if we take the increase upon the first of these returns that is the number who were upon the roll upon a given day, we find that there is a difference of about 10 per cent., the return showing 27 per cent. while the increase of the population is somewhere about 17. Then, if we take the next return, we find that the increase is 41 per cent as compared with the 17 per cent. of the population.

4680. Which are the numbers that you are comparing?—If we take, for example, the number who were upon the roll on a given day, that gives us a contrast between 63,070 and 80,032 in the years 1845 and 1868. I felt it necessary to go back to the returns of 1845 in order to get a fair contrast, because if we take the year 1846 or 1847 or any subsequent date, we do not get a fair contrast between what matters really were before the Act came into operation, and after it did come into operation.

4681. Have you considered the statement made in the first report or two of the Board of Supervision, that the returns could not be treated as qui

ite reliable in those years; and that, therefore, ey had no real sound data to lay before the public til the Act had been in operation for a few ars?—I would rather be disposed to think that, we are to get a contrast it is a vital element the matter that we should take the very first rt; and my reason for that idea is this, at the ment that this Act came into operation, it ve a legal claim to every pauper in the country demand instant relief. That claim was backed by the authority of the sheriff, and was a claim hich he had not under the Act before 1845; so at, as was to be expected, there were a vast mber who applied for relief that would not ve applied under the previously existing Act, eing that they had no legal claim except on the rish to which they belonged.

4682. Mr. *Miller.*] Are you aware of what eans the Board of Supervision take to ascer- in the pauperism previous to 1845?—They sued a document to every inspector in Scot- nd and to the various representatives of the ards, calling upon them to produce a return of e number of paupers for the last year under hich these boards were in operation. These turns they got from all the various parishes, ith the exception of a very few, and for those w they struck a fair average; and, by adding em to the official returns, they arrived at what regard to be as reliable information as we have id at any subsequent period.

4683. So that your view of it is, that you ust take the pauperism previous to 1845, and ie pauperism at any date afterwards, in order get a contrast of what was the state of things efore and after the Act?—If I might be per- itted to give an illustration, it would be this: hat if I were called upon to give an idea of the umber of electors that had been added to the oll by the Reform Bill of 1867, I should certainly et at the number who were upon the roll under ie Representation Act that preceded 1867, and y getting hold of the number of electors on the oll before 1867, and then taking the number on he roll at any subsequent period, I should get a ir contrast; but otherwise I do not think that is possible.

4684. Have you turned your attention to the ffects of the present poor law upon the pauperism f the country?—I have.

4685. *Chairman.*] Before you go to that, let ie ask whether you have taken into account this act, that the increase of pauperism, to some ex- ent, might be accounted for in this way, that nder the old Act there were other means by vhich proper objects of poor relief were relieved, ut now they are brought under the rates; and that herefore, though they existed before, they were not n evidence, but were brought in evidence by the ction of the poor law?—We have in these returns he whole amount that was given, either volun- arily or compulsorily, and I think it is a mistake o suppose that, because there were formerly many vho received spontaneous relief, there are not lso a very large number who, under the existing Act do so. I believe that I say what is perfectly orrect when I say that in Edinburgh, as much noney has been given away spontaneously by benevolent Christian people since, as there was previous to the passing of the present Act.

4686. That would indicate, therefore, that here is the same proportion of what I may call auperism not in evidence now, as there was efore the Act of 1845, paupers supported by their own relatives, or other means; that there is outside the roll a broad band of paupers, just in the same proportion now as formerly?—I am perfectly satisfied of that. Our inspector has complained frequently, and within these last three years he has complained to me as a member of the board, of the vast number of vagrants who are passed on from various counties into the city of Edinburgh. And I have also the best means of knowing that there are large sums of money being annually expended among the poor in the various districts of Scotland just as before the Act of 1845.

4687. Mr. *Miller.*] I suppose you are aware that previous to the Act, the church-door collections were counted as part of the proper aliment for the poor?—Yes; and we find that the church-door collections are just being expended upon the poor now, as formerly, and returns are given to the Board of Supervision annually of the amount that is being so expended.

4688. So that the church-door collections, at all events, are added now to the sum raised for the support of poor people, I will not call them paupers, because they are not on the poor roll?—Yes.

4689. *Chairman.*] In the same proportion as they used to be paid before 1845?—Yes.

4690. Mr. *Miller.*] But at that time they were classed as paupers, having applied to the kirk sessions for relief?—Yes.

4691. So that, looking to the fact, the voluntary contribution applies to the poor people now as it did at that time?—Yes; and I think it a great mistake to suppose that the passing of the poor law of 1845 either dried up or destroyed the sources of general contribution.

4692. *Chairman.*] Do you mean that it made no change, or that it made no appreciable change?—No appreciable change. There might be certain people who would take refuge, and say, "We give to the poor by assessment"; but the benevolent and Christian public were, I believe, in no perceptible degree influenced by the operation of the Act in that direction.

4693. You do not mean now the support of poor people by their own friends or relations?—No.

4694. That has been modified by the law, has it not?—I believe that there are a vast number who would have supported their relatives previously to 1845 who make comparately little or no exertion now. The effect of this law, I think, I shall be able to show, from a return which I have here, has been to break down the spirit of self-reliance and independence, and to prepare the people very much for the acceptance of relief.

4695. You were speaking only of the charitable public just now?—Yes; I believe that this poor law system legalised pauperism as a great national institution; and that it thereby broke down the spirit of self-reliance and independence of the people to a very considerable extent. I have here a return which, to my mind, is very conclusive evidence that this deteriorating influence is in operation at least in the city of Edinburgh in a very striking degree. This is an official return of the number of appeals that have been lodged for relief from assessment for municipal rates on the ground of poverty for the last 10 years. In 1859–60 there were 789 who lodged appeals to be relieved of their municipal rates on the ground of poverty or inability to pay; in the year

Mr. *D. Lewis.*

11 June 1869.

1860-61, the number had increased to 935; in the year 1861-62, it had increased to 994; in the year 1862-63 it had increased to 1,144; in 1863-64 it had increased to 1,273; in 1864-65 it had increased to 1,396; in 1865-66 it had increased to 1,517; in 1866-67 it had increased to 1,641; in 1867-68, it had increased to 2,069; and in 1868-69 it had increased to 2,275. So that, you see, there is an element here at work, growing just as you would expect a plant or a tree to grow. There is no year in which there is an exception. You generally find an exception in all laws, but there appears to be none here, but an increase during the last 10 years of appeals on the ground of poverty from 789 to 2,275.

4696. *Chairman.*] Is this for the whole city of Edinburgh?—Yes.

4697. You said "municipal rates"; does that include poor-rates?—No.

4698. Mr. *Armitstead.*] Can you give the increase of population in that time?—I have not here the exact figures, but I find that there has been an increase of 17 per cent. upon the population between 1841 and 1861, and that will give it pretty nearly.

4699. I am told here that it is less than a thousand a year; is that what you would suppose?—I should expect so; but I will get that. (*See* Return in Appendix.)

4700. Mr. *Miller.*] That which you have stated is one of the effects of the present poor law, you think?—I believe that that has to a very large extent been produced by the operation of this law; I may state that this indiscriminate, or to a large extent indiscriminate, wholesale system of giving out-door relief has a most pernicious effect. In Edinburgh we have houses five and six stories high; and sometimes three and four, or half-a-dozen families on each of these stories; and whenever one or two get into a stair or a landing that are getting poor relief, we find the effect to be to induce those living in proximity to them to apply also, reasoning that "So-and-so gets relief from the parochial board, and they are in as good a position as I am, and I may just as well apply too." I think that this wholesale system of out-door relief is one of the greatest calamities that has overtaken the people of Scotland, more particularly in large centres of population.

4701. Sir *Robert Anstruther.*] But then they can only get relief if they are certified by the doctor; they do not get relief as able-bodied?—No, but we find that an individual who has a mere scar, or the most temporary ailment, goes and applies to the doctor; and unless the doctor is satisfied that he is really and truly an able-bodied man, able to work a full day's work, he gives him his document, and he applies and gets his aliment; so that we have in the city poor-house at all times a large number of men and women who are perfectly able to work for themselves without any difficulty.

4702. If that is so, the medical man is to blame I suppose, by the way in which you explain it?—No; I am very much afraid that the blame rests in the law, which draws a distinction betwixt an able-bodied man, and one who is not altogether unfit to do any work. Unless he is really and truly an able-bodied man, who could work a day's work for a day's wages, I am rather disposed to think that the medical man would not be warranted in refusing to certify.

4703. *Chairman.*] With regard to your municipal rates, down to what limit do they go, or is there any limit; and are all persons taxed to the municipal rates who are also taxed to the poor rates?—Yes, our rates come down to 4 *l.* or 5 *l.*, I think.

4704. And the poor-rate the same?—Pretty much the same.

4705. Can you give us the number of parties claiming exemption from poor-rates, as well as from municipal rates?—Unfortunately, I cannot. We have not that return, and it would be a very difficult thing to get at; but I have no doubt that we would find the same principle there.

4706. Why is it difficult to get at; do not people apply to be exempted from the payment of poor-rates?—Yes, they do, but they have not the same appeal to make as they have in reference to our municipal rates. We have for the municipal rates a regularly constituted appeal court, where the persons make formal application; but in reference to our poor-rates, I presume that they very generally apply to certain members of the board, or that they get off in that kind of indirect way; so that we have not the same means by which to get at them accurately.

4707. We have had evidence as to the town of Dundee, for instance, of the number applying there, and that a record is kept; do you say that it is not in the town of Edinburgh?—No, I do not say so; but I have not asked for any return. I have no doubt that by going into the books thoroughly it would be possible to get at that. The way that I got this return as to the municipal rates, was simply because we have a book wherein they are entered, and all we had to do was to copy it out.

4708. Mr. *Armitstead.*] Can you say how many did not pay their poor-rate?—No; I have not directed my attention to the number of people who do not pay.

4709. *Chairman.*] Have you any statistics showing from what class of the population these claimants for exemption come; would they be at the lowest extremity of the taxed body?—By no means. There is a considerable number who claim relief who are by no means belonging to the poorer classes; people claiming relief who are paying rents at 12 *l.*, 15 *l.* and 18 *l.*, and upwards of 20 *l.* not unfrequently.

4710. Then how do you connect those claims for exemption with the question of pauperism, for these parties that you indicate now could hardly be looked upon as parties verging on pauperism, could they?—No; but what I deduce from these returns is that there is a growing disposition on the part of the community to throw off their responsibility to society; and I believe that to be very much traceable to this system of out-door relief which is being fostered by the present poor law; in other words the poor are not so self-reliant as they were in former times.

4711. Mr. *Hamilton.*] Are these applications from well-to-do people for relief ever successful?—Sometimes; in the case of widows, for example, we find not unfrequently a class of widows who have taken houses for the purpose of getting lodgers and have not succeeded; we find that there are a considerable number of that class that we have no difficulty in relieving even where the rent is high.

4712. Do not you think that if they succeed, that leads to others applying for exemption?—Yes, I believe so; but we are not to infer that all these applications, the number of which I have given, or anything like them, have been granted.

There

e is a very searching investigation before op the assessment.

3. *Chairman.*] Could you give us the num- n each year that are successful, and the er that are refused?—No; I have not pre- that.

4. Mr. *Miller.*] I suppose that those widows work in keeping lodgings with a view of ng themselves off the poor roll?—Yes.

5. And failing in that, they have to resort u to get assistance?—Yes, there is a good f that; but unfortunately it is one of the lties that all municipal guardians have, to minate betwixt those who are really needy hose who are not.

16. I do not know whether you have stated umber of registered and casual paupers that ad last year in the city parish?—We had 9 registered and casual paupers with their dants, relieved by the city parish during the ending the 14th May 1868.

17. Have you any idea how many of that er were Irish?—Of that number we had who were natives of England, and 3,184 who natives of Ireland, and the population of ity parish in 1861 was 66,429.

18. So that out of that population you have erism to the extent of 10,439?—Yes, 10,439; 3,184 are natives of Ireland.

19. Sir *Edward Colebrooke.*] These were all being relieved at the same time?—No, ng the year.

20. When you compare them with the popu- n, you do not mean that 10,000 out of 60,000 in receipt of relief?—No. You will ob- e that I state the number of registered and al paupers with their dependants entered as ved during the year; but, as you will be e, we find that a great number of these als have repeated entries.

21. I find in the last report from the Board upervision, that there were 2,249 registered relieved in the city parish of Edinburgh year; and there were upwards of 2,000 de- lants: then besides that, there were casual to the amount of 3,092 casuals, with 2,881 ndants; you could not state out of those many were in the receipt of relief at any time?—No, unless we refer to that specific e, where we have the number who were on roll at the 14th of May, and as I previously d, there is no possibility within the boards he report of ascertaining how many persons been relieved, either in any one parish or cotland. If we take the number relieved in year, we have a large over estimate; and if ake the number on one given day, we have nder estimate; so that really we are left much in the dark as to the real aggregate unt of pauperism.

722. But the numbers in receipt of relief at time would be a very valuable estimate to pare with the number relieved in the poor- se?—We can get at the number in the poor- e exactly.

723. I have the exact number here, and it ears to be in the Edinburgh parish under ?—Six hundred and eleven is about our ac- modation, and excepting a few months in the mer, we have it invariably full, and many s we have a good deal more than we have mmodation for; and there is a fact here that nportant to be stated; it is our interest if ible not to have the house altogether full; for 42.

so soon as it is discovered that all the wards are full, there is a large increase in our out-door applicants. So soon as they discover that we have not accommodation in the workhouse they flock to us by the score and by the hundred; people that we would not see, unless they were certain that we had not accommodation to take them indoors.

4724. When the proportion of inmates is so small, compared with the number relieved out of doors, is it not your object to increase the poor-house accommodation?—We have just been doing that; we have erected a house which will be opened, I think, in about three months, wherein the accommodation will be increased from about 611 to about 1,000.

4725. And that will be a very valuable assistance to you in fighting the battle against the paupers?—It will have a most salutary effect in checking the out-door relief.

4726. Mr. *Miller.*] You think that the out-door relief tends greatly to increase the pauperism?—I believe it is one of the greatest evils of the existing poor law. We have, in Edinburgh, an expenditure, in the three parishes, of 54,000*l.*; and last year there was 20,000*l.* of that money which was expended upon out-door paupers, a very large proportion of which rather tends to still further degrade than benefit the recipients of it.

4727. Can you state your own ideas as to how this out-door relief operates in the creation of pauperism?—A large number of those who get out-door relief, instead of using it to get either food or clothing, expend a large proportion of it in the public-house, or upon strong drink, thereby still further degrading their position instead of improving it.

4728. Mr. *Loch.*] Could you not give relief in kind so as to avoid that difficulty?—We could do it, but I am very much afraid that while it would have a beneficial effect, yet it would not have it to the extent we might be disposed to think.

4729. At any rate, it would prevent the evil you have described just now, would it not?—No; we find, not unfrequently, that when we give them clothing, notwithstanding that we have all their shoes, for example, stamped, and even their clothes stamped, they devise means to scrape out the stamping and take and sell those clothes, although they may be in the greatest extremities of wretchedness, and devote the proceeds to drink.

4730. And do you continue relief to people who behave in that manner?—We have no alternative; we say, "We will give you no relief," and they are turned away, but frequently they come back under the sheriff's order, and we are necessitated to relieve them.

4731. But would not the sheriff accept evidence of their having had relief in kind, and of having disposed of it in the manner you describe, as a disproof of the necessity of relief?—I think we could scarcely expect the sheriff personally to enter upon an investigation of the various cases; in short, the duty could not be overtaken by him; and, moreover, they have such ways of deceiving and imposing upon those who are not really professionally coming in contact with them, that I could conceive of almost any sheriff or any one except an official being imposed upon by the various representations that they are invariably making at variance with the facts of the case.

4732. Do you mean that the sheriff conducts no examination into each particular case that

Mr. *D. Lewis.*

11 June 1869.

comes before him?—Yes; he will put given questions to them, and will no doubt make the best inquiries he possibly can in the circumstances, but we cannot expect that he would really make the searching inquiry necessary. We find that even our inspectors, although we have some 12 inspectors in Edinburgh, not unfrequently fail, and that they frequently recommend parties who are most unworthy, in consequence of the representations made to them.

4733. Mr. *Crum Ewing.*] If in obedience to the sheriff you were to give a small amount of relief, and the pauper were to appeal to the Board of Supervision, would not the board support you in that case, and not grant him relief?—The difficulty would be that the cases would be so numerous that we could not enter into every case. For example, in December last I spent one morning at the relieving officers' room, and had I resolved to prosecute every one of the cases that I knew, and where I saw the man go direct from the pay-table into the publichouse with the poor-rates, really neither I nor the Board of Supervision would have had anything else to do than to deal with such cases.

4734. Mr. *Loch.*] We were speaking just now of a particular class of cases in which paupers who have had clothes given them have sold them: they do not arise so numerously as to make it difficult for you to deal with them, do they?—You would be surprised how numerous they are. I have a return that I moved for at the City Board in February 1867, and it is the most positive proof of the almost incredible extent to which this system is carried on. This is a list of cases, not of those who got their clothing as outdoor paupers, but of those who were clothed in suits of new moleskin within the house; and I have here the names of no fewer than 287 paupers who in 14 months absconded from the City poorhouse, carrying with them suits of clothes; or I should rather state, that 287 suits of clothes were carried off by dishonest and chiefly drunken paupers within a space of 14 months: and this return shows that the amount of money lost to the ratepayers in consequence, was 358 *l.* 15 *s.*

4735. *Chairman.*] How did they manage to get out of the poorhouse; are they not sufficiently watched there?—We have not only watches, but we have a wall some 12 or 14 feet high; and, incredible as it may seem, that they should have done it (certainly it is an evidence that they are not disabled paupers), we find that they have succeeded in scaling this 12 or 14-feet wall at all hours of the day and night; and we have never heard of a case of injury to either life or limb, and they have succeeded in carrying off 287 suits of clothing, at a cost to the ratepayers of 358 *l.* 15 *s.* Then, as an illustration of the reason why the sheriff does not punish, or the law is not brought into operation, I may state that we had application very repeatedly made to the sheriff, and he found that the law was not constructed so to warrant him in proceeding with the prosecution of those parties, unless we could trace the matter, and prove absolutely that they had sold the clothing; and so incorrigible did the offenders get under this administration, that I have the names of some here who, having sold the clothing, came back within 48 hours in a state of beastly intoxication, clothed in rags, and claimed re-admission; they got in, and they got another suit of clothes, and the same course of action was again adopted. I have returns here showing that some have been twice and carried off two suits, some four, some five, and that one of the name of John Kelly, carried off seven suits of clothes, at a cost of 8 *l.* 15 *s.*, within these 14 months.

4736. Mr. *Armitstead.*] Have you any suggestions to make to put a stop to that state of things?—I would strongly suggest that there should be an amendment upon the law, to the effect that every one of those persons should be punished directly as a thief, whether it could be proved that he sold the property or not.

4737. *Chairman.*] Do you mean to say that the sheriffs hold that a man running away with property which belongs to the poorhouse is not guilty of stealing?—Sheriff Gordon said that he could not enforce, and did not feel warranted in enforcing, the law, unless we could prove that the property had been stolen. I may state, that when I succeeded in obtaining this return, the matter was brought before the board, and the board felt so startled by the result, that they made a very decided representation to the sheriff that succeeded Mr. Gordon, and he is so stretching the law at the present moment, that whenever they plead guilty he now sends them to prison; but, in the event of their pleading not guilty, and setting up a defence, we would not, even as the law stands and with all his anxiety to protect the board, get a conviction.

4738. How long has this practice been in existence?—It has been in existence since I went into the board, in the year 1864, and it had reached a crisis at this period that I refer to.

4739. Have you made any representations to the Board of Supervision, or the Lord Advocate or the Home Office, of this grievance?—I think it is probable that the Board of Supervision has had representations, but I cannot speak positively on that point.

4740. Mr. *Anderson.*] Is not the procurator fiscal the proper person to take up a case of that sort?—Yes; it was the fiscal we applied to during the whole of these years, and his interpretation of the law was such as I have indicated.

4741. Mr. *Loch.*] Did you ever consult counsel on the subject?—I am not sure.

4742. Mr. *Miller.*] But you consulted the magistrates or the sheriff?—Yes.

4743. Is it your opinion that those people would consider being sent to prison any great punishment?—I do not think it; we have recently, since the present sheriff is accommodating us as much as is at all consistent with his public duty, had a number of them imprisoned, and I believe the effect will be salutary to a certain extent. We have this difficulty, that they are supported in prison, not as paupers, certainly, by poor rates, but they are nevertheless supported by the local, prison, and police rates, so that it all tends to the increasing of the expense.

4744. Mr. *Loch.*] Have they hard labour in prison?—No; they have to labour at tearing oakum, and very light work.

4745. But not as punishment?—No; I think that all our prisons in Scotland are too accommodating.

4746. Mr. *Armitstead.*] In fact, they are nearly as well off in prison as in the poorhouse?—Pretty much the same.

4747. Mr. *Miller.*] You said that you yourself traced the paupers from the poorhouse once, and saw their way of spending their allowance?—Yes

e month of December last, I spent 2½ hours t it, and traced very many of them; and they went from the pay-table to the public-

48. How much was paid out that morning? 246 *l.* 17*s.* 2*d.*

49. And have you formed in your mind any ate of what would be spent on their way in drink?—Well, it is one of those things h we cannot get positive reliable evidence ; but giving my own impression from what , I would have been disposed to think that what betwixt one-fourth and one-third could been set down very safely as the amount was being directly wasted. Before coming , I asked the question of one of our inspectors, has been 15 years in office, a man of immense rience, and he said he had no doubt that one-h of the entire out-door relief which we gave directly spent on liquor.

50. So that out of that 246 *l.* you paid, you an idea that there was from 60 *l.* to 80 *l.* in ?—With the best authority, namely, the ority of Mr. Jamieson, after 15 years' expe-e, I could state most positively that there is loubt whatever that one-fourth, at least, was isapplied.

51. Mr. *Hamilton.*] You have difficulties in ing the poorhouse in those cases?—Yes, for reason, that we have not the accommodation, g always full; and, as I have previously d, whenever the house is full, the number of door applicants vastly increases.

52. *Chairman.*] Then are you disposed to mmend, in order to meet these evils, that no f should be given except from the poor-e?—I have formed a very decided opinion this question of out-door relief, and I would, oking at it, draw a very broad distinction veen the poor and the pauper, that is the vir-s honest poor and the dissolute pauper, and I k, in country parishes, where the greater pro-ion are really sober, decent people, I would isposed to encourage out-door relief; but in e centres of population, such as Edinburgh, gow, and Aberdeen, I would reduce it to a imum; whenever the relief was supple-tary, and it could be proved to the satisfac- of the board that the people were sober and uous, I would give them out-door relief, but rever it could not be so proved, or where the f was not supplementary in all cases, I would mmend the poorhouse.

53. Mr. *Miller.*] Have you turned your at-ion at all to the expense of the management e poor law as at present administered; taking r own case in the city parish, for instance?— had in Edinburgh, as a whole, with an ex-diture of 54,000 *l.* last year, 7,000 *l.* expended nanagement.

54. How much of it on medical relief?— re was spent 1,636 *l.* in medical relief.

55. Did that 1,636 *l.* include the salaries for medical officers?—Yes.

56. How many medical officers have you in district to which this 1,636 *l.* applies?—I am positive how many we have.

57. Does that 1,636 *l.* include anything for t, I believe, the doctors are in the habit of ng cordials, whisky, and wine, and ale, and e things?—No; during the last three years have administered as medicine an amount of e and whisky and ale, the cost of which was 0 *l.*; that is in the entire city.

4.2.

4758. That is about 330 *l.* a year under that head?—Yes; and if I might be allowed to make a suggestion, I would suggest that the Board of Supervision should direct their attention to this branch of the subject. Without entering upon the question of the desirability or non-desirability of such medicines, I do think that it is indulged in to an extent that is out of all proportion in the workhouses; that there is an expenditure for whisky, ale, and wine, upon the poor, much greater than it at least might be. I had attention directed to that subject in the year 1867; and I moved for a return of the results for one month, and which struck me as being singularly instructive This is a return of the wine and spirits issued to patients for the month ending 14th of May 1867. There were administered to 129 pauper patients on the sick list, 36 bottles of wine and 96 bottles of whisky. It occurs to me that this is an abuse of liquor administered as relief, more particularly amongst those in whose cases it is very desirable that the appetite should not be encouraged, but the reverse. Out of those 129 patients, there died during the month 20, so that there was a reduction there to 109; and I may state here that there was no special epidemic, and there was no special form of disease where it might be presumed that that medicine was specially applicable; it appeared to have been treated as a sort of universal medicine for the various diseases that the patients were afflicted with.

4759. *Chairman.*] Were not those things administered under a certificate of the doctor?—Yes.

4760. Mr. *Armitstead.*] And I suppose the board consider themselves bound to supply those cordials if the medical men recommend it?—Yes.

4761. Has the board never remonstrated with them?—At that time, after this return was obtained, the board were struck with the fact, and the medical officer had his attention drawn to it; and the fact might be in some degree modified now, but certainly not much.

4762. *Chairman.*] As I gather from the figures you gave for the month, it would be about a bottle per head?—Rather more, 132 bottles, and 129 patients; it is just about a bottle a head in one month.

4763. Mr. *Miller.*] I think you can give us some idea, from your inquiries, as to the number of paupers in the workhouse in the city parish, who have been reduced to that state through the use of intoxicating liquor?—In December 1864, I was anxious to get at something like reliable information on this point, and I applied for a return which we got, after entering a scrutiny into every individual case. The house was then full, that is to the number of 611; and we found that there were 407 of that number who were reduced to their impoverished condition through drink.

4764. Does anything occur to you to suggest that would reduce that state of things or operate to the curing of it?—It is a very difficult question; but I feel impressed with the importance of suggesting that there should be a complete revision of the whole licensing system in Scotland, it being productive of an immense amount of mischief amongst the poorer classes generally.

4765. Sir *Robert Anstruther.*] In what hands would you put it?—I think it would not matter very much whether it was in the hands of the

Mr. *D. Lewis.*

11 June 1869.

magistrates or whether it was directly in the hands of the sheriff; I do not know that it could be much improved were it even taken out of the hands of the magistrates; but most certainly I would recommend the abolition, the complete breaking up of the quarter sessions or appeal court of justices. And as illustrative of the necessity of that, I may mention that we had in October last 12 licenses refused by the magistrates after looking most narrowly into the whole question, and the justices sat upon these 12 cases, and they reversed 10 out of the 12, increasing the number by 10, while the magistrates were most desirous that they should be reduced; and one reason why I think the Legislature would be justified in giving effect to this suggestion, is the fact that a large number of those who are justices are directly and indirectly associated (I say this without at all indicating anything wrong, but we are all amenable to influences) with those who have a property interest in public-houses, and those who are interested in the prosecution of the trade; and they are so pestered by the canvassing which we have in each of these cases, a canvassing such as you could conceive of as going on for a member of the town council, and they are so molested and pressed by the parties interested and concerned that I think it would be a good thing for themselves, and certainly a good thing for the country, if the quarter sessions were abolished altogether.

4766. It has been suggested that if you had a board composed partly of magistrates and partly of ratepayers, it would be a good thing; would you think so?—I think it would be a decided improvement; but what I would be disposed to think the best remedy, in whatever hands it remains, whether in the hands of the board or the magistrates, would be, that the people in a given district should have the power to say whether or not these houses were to be licensed.

4767. Would you give them the power of saying that there should be none, or only the power of saying that there should not be any beyond a certain number?—Personally I would be disposed to say, let them have the power to say whether there shall be any or not; I do think that the benefit to the country would outweigh any little inconvenience that we might suffer in consequence of those things being removed. I would be prepared personally to forego any advantage that might accrue from the present system; and I would give the people the power to say whether or not it should be utterly removed from their midst.

4768. But without going so far as that, it would be an immense improvement on the present system, if you allowed them to say that there should be only a certain minimum number on the population?—Yes, providing that if you reduced the number you did not allow those that remained to increase their accommodation and their temptative power. We find that in Scotland we have succeeded to a considerable extent in reducing the number of public-houses. About the year 1829 and 1830 we had in Edinburgh some 1,605 public-houses; we have at the present time between 830 and 840, that is to say, about one-half of the former number; and yet I believe that there is an infinitely greater amount of liquor sold and an infinitely greater amount of mischief done by reason of the increased accommodation provided in those public-houses that remain. So that we may reduce the number of houses, but so long as we allow those that remain to increa their accommodation and the temptative displ I am afraid that the result will not be sa factory.

4769. Would you be prepared to say t if there were a demand for more accommoda in a man's house, he should be prevented by l from increasing it; because that is carry your restrictions rather far?—I would m rather that we did not grant the license at than that we granted it and hedged him up w conditions which he might conceive to be opp sive and unreasonable. I have got a return t morning illustrative of this fact that I am spea ing of. In the year 1858, the rental deriv from licensed liquor premises in Edinburgh w 30,735 *l.* 15 *s.* 6 *d.*, and in 1868 it had increas to 49,439 *l.*

4770. That is to say, after there was a redu tion to one-half the number of licensed house —This is comparing 1858 and 1868.

4771. Would you be good enough to give t number of the houses in 1858 and in 1868?— 1858, we had 737 houses, yielding a rental 30,735 *l.* 15 *s.* 6 *d.*; in 1868 we had 833 hous yielding a rental of 49,489 *l.*, giving an increase 18,753 *l.* 4 *s.* 6 *d.*

4772. With only a small increase in the house —A small increase.

4773. Mr. *Crum Ewing.*] Does that increas amount arise from the premises being enlarge or the rental being increased?—Very much fro the premises being enlarged.

4774. Sir *Robert Anstruther.*] And you sa that at one time you had 1,605 licensed houses?- In 1829 and 1830 we had 1,605.

4775. What was their value?—I could n say; but from my knowledge I should say th many of them would have accommodation for 1 12, or 18 people, whereas now we have plac of that kind in Edinburgh that would accomm date 200 people.

4776. Mr. *Miller.*] Large boxed-off rooms?- Yes.

4777. *Chairman.*] The increase of the amou is due to the increase of the number of house —And the increasing of the rental; they are much better class of houses.

4778. Mr. *Orr Ewing.*] According to yo data, you think that the less accommodation, t less spirits are drunk?—I would be disposed think that you may have a large house, and the may be as much liquor consumed in that one there might be in ten or even a dozen small ones.

4779. Sir *Robert Anstruther.*] But is it r easier for a man to get past the one house?—Ye but there is a difficulty again in this respe that this large house is so gilded up, paint, a gas, and glitter, and glare, and all these thin tell.

4780. Mr. *Orr Ewing.*] We have been t that the restricting of houses by the Forb Mackenzie Act has had a wholesome effect Scotland, and that the drinking of spirits h been reduced in consequence of that; but y do not believe in that?—Well, I have given very considerable amount of attention to th Forbes Mackenzie Act, and I took a very pron nent part when it was passed, and I believe th it has improved the external appearance of c streets to a very large extent; but at the sa time it must be confessed that it has called in existence a state of things of which we kn comparative

iparatively nothing previous to the passing of
Act; I mean those night-houses and shebeens,
ry one of which I consider a greater curse to
industrial classes of the country than half-a-
en liquor shops.

781. But are the houses not obliged to be
t at 11 o'clock?—Some of us so interpreted
law; but our superintendent of police does
so interpret it, and the magistrates took
nion of counsel on that subject, and the de-
rance that they got was this, that although
house was open, if you could not prove that
were selling drink after 11 o'clock, you
ld not get the conviction.

782. But the houses are shut, as far as selling
its goes, after 11 o'clock?—They ought to

783. Therefore it is a breach of the law at
sent if they do sell spirits after 11 o'clock?—
it is generally understood; but in effect that
been so interpreted that unless you can prove
selling, though the house may be open, you
not get a conviction.

784. You say that unless you put down
beens, any change in the law would have no
ct; shebeens are against the law, and in
osition to the law?—Distinctly.

785. Do not you think that if you were to
ry out your principle of doing away with
ses where spirits could be bought in a legal
, you would tend to increase these shebeens?
believe that if you have a licensed house in
ration during the six working days of the
k, creating and whetting the appetite for
nk, there will be the greatest temptation for
shebeens being open during the night and
the Sabbath; and such has been the ex-
ience in Edinburgh, that up to the time when
Act came into operation, closing the houses
ing the night, we had no such thing as a convic-
for illicit selling in shebeens; but they have so
eased since 1853 that we have had, speaking
ndly, upwards of 1,400 convictions; and it
remarkable circumstance that we never had
nviction during the hours of the licensed sale;
the convictions are during the night and
ing the Sabbath; the shebeens are just opened
he licensed houses are shut.

786. Which proves, I suppose, that it is be-
se of the licensed houses being shut that the
beens are opened?—Yes.

787. Therefore, if you closed the licensed
ises altogether, shebeens would be found open
and night?—I believe that so long as you
e a certain number of licensed houses remain-
, creating and whetting the appetite of the
nker, you will, as a necessity, have the she-
ens open when those houses are closed.

788. But I suppose if you want the public-
ises to be closed to the poorer classes, you
uld still permit men who could afford it to have
ottle from their own cellar?—I will not enter
n that matter; but I would like to see the
ole licensing system abolished, and the sale of
nk prevented.

789. I should like to know to what extent
would go; if you think there would be no
etite for drink at night if it was not cultivated
ring the day, I should like to know whether
re might not be an appetite created if a man
s allowed to keep a cellar of his own?—I
uld say here, in dealing with this, that it is a
t, established beyond all question, that in the
ces where we have the greatest number of

houses licensed during the day, we have the greatest number of shebeens during the night. I have here a return for 1867, prepared by the superintendent of police, which proves that most decidedly. He gives the whole districts of the city where, you may say, the poorer and industrial class of the people reside. There were in them 157 licensed public-houses, and there were in these districts 189 shebeens, 189 in full blast every Sunday, and during the whole night, demoralising people to an extent beyond human conception, and in the very district where the masses of the people are resident.

4790. Mr. *Crum Ewing.*] You said at the outset that there has been more decency, and that the streets have been quieter than they were?—Yes.

4791. But does not that lead you at once to suppose that less drink is consumed?—There is another important element which comes into the question: up to the passing of a recent statute drunkards were not punishable; you could take them up in the street and they were thrown into the police cell, and whenever they got sober they just came out when they chose. But we have now a law, the result of which is that whenever you get a drunkard unable to take care of himself, he is put in on Saturday evening, say, and lies in the cell till the Monday morning, when he comes up and is fined.

4792. That applies to the Sundays, but I understood you to state in general that there are fewer people in the day and night drunk in the streets?—I referred to the Sunday especially.

4793. Is it your opinion that there has been no diminution of drinking since the passing of the Forbes Mackenzie Act?—I question it very much; I applied to the officers of inland revenue before coming here, and it is a controverted question; but my own impression is, judging from observation, and what I see and feel around me daily, that that Act has not tended greatly to the diminution of drinking.

4794. Then do you think it would be advisable to annul that Act?—No; I would not by any means be disposed to so annul it as to open the houses during the Sabbath; I think that would be a great mistake; there has been a great moral advantage resulting from that removal of external temptation on the Sabbath; you have a much better state of things in that respect; but it cannot be disputed that in proportion as you restrict this traffic during the Sunday or during the night, experience has proved that the illicit trade is brought into existence; that just in proportion as you shut a number of houses during a specific time others will be opened unlawfully. I have no doubt that were there an Act passed in Edinburgh to close all the public-houses at three o'clock on Saturday, you would have the shebeens opening at half-past three.

4795. Sir *Robert Anstruther.*] What would be the result if you shut the public-houses altogether, would it not be fifty times worse?—No; I think you would then remove the temptation. A great many of those people are perfectly satisfied that they are injuring themselves by drinking, but somehow there is something in the appetite for strong drink that destroys the will; the man appears to lose his self-control, and spends his time and means and substance on it; in short, he appears to be the victim of a sort of fixed physical disease.

4796. But you said that in exact proportion

Mr. *D. Lewis.*

11 June 1869.

as you shut up the licensed houses the shebeens were opened?—Yes.

4797. Then if you only increased that proportion, leaving only one or even no licensed house in Edinburgh, by your own showing the number of shebeens would be increased exactly in proportion?—No; I think you misunderstood my idea; it is this: in proportion as you multiply the licensed facilities during the day, in that proportion you increase the shebeens at night; I would remark here that if you reduced the licensed houses to a minimum of one, you would certainly remove the temptation, and if you remove the temptation, then as a matter of course you diminish the appetite to a minimun.

4798. *Chairman.*] You would have at any rate to get rid of the present generation who have already acquired the appetite, before you shut up the public-houses?—No, I think not.

4799. Mr. *Miller.*] Would it not happen in this way; a working man is going home from his work on a Saturday afternoon with his wages in his pocket; he enters one of these flaring public-houses and gets a taste; when that house is shut at 11 o'clock, which it must necessarily be, he having begun to take his taste, immediately resorts to a shebeen and spends his time there and his money also; the first temptation being the flaring public-house which led him off the street?—That is exactly my view; you may keep them from tasting it, but whenever they begin to indulge in it, they lose self control, and they go directly to these places after the public-houses are shut, and there they spend the night into the Sunday morning and go home on the Sunday forenoon, or afternoon, or evening; a man perhaps earning 40 *s.* a-week going home with a few coppers in his pocket.

4800. Mr. *Crum Ewing.*] But do not you think that he would do the same thing if he were passing the shebeen, if he knew that drink was to be had there?—My impression is that not one of these men out of 500 would go direct into the shebeen on the Saturday afternoon or Sunday morning. It is generally when the appetite has been whetted, and they have got to a certain extent under the influence of drink, that they go to these places, but I believe in their sober moments, to leave their work and go to them as they do to an open public-house, is a thing that not one in 500 would do.

4801. *Chairman.*] Do you mean that no individual goes into the shebeen who has not just previously, or in the course of that same day, gone into a public-house?—I have made it my duty to visit shebeens from 12 to six on Sunday morning, with the police, and in the whole of my experience I do not think that I have ever had evidence before me of working men, tradesmen, or others going to these shebeens in the first instance. I have got young lads, and got them at all ages, and put the question, "How did you come here"? and times without number the answer has been, "We left such and such a place when the house was shut, and we came down here, and here we are." I do think that the experience of all authorities would go to prove this, that the way, and almost the only way, to the shebeen is through the public-house in the first instance.

4802. Do you mean to state to the Committee here that no person goes into the shebeen on the Sunday morning who has not been drinking before all night, or up to the Sunday morning in a public-house?—Very few do.

4803. Mr. *Miller.*] Are the shebeens unlawful to the extent of selling drink?—Yes; they are a contravention of the law.

4804. Then it must be some fault surely in the magistrates that these shebeens are in existence to the extent you state?—I believe that there could be much more done to put them down than really is done; but, at the same time, it is one of those very difficult matters. Our superintendent of police has had the matter very frequently brought under his observation, and in the last report we had from him he stated that if the magistrates were to expect them to be dealt with effectually, there would require to be a force whose sole object would be directed towards that and not the general police, and that is very much my own opinion. I believe that they could be much more effectually dealt with by a force for the express purpose of dealing with them, and I think that our whole license laws in Scotland would be much more faithfully administered if we had an inspector appointed directly under the Government as in the Factory Act; because the local influences of those who are interested do tell, to a large extent, upon the local police.

4805. Do you think that the expenditure of money in such a course would be a right expenditure or otherwise?—Some people are startled at the expense; but I believe that it would be the best road to economy to expend a very considerable sum of money in enforcing our license laws and in stamping out these shebeens. My impression is that it would so operate in the prevention of crime and the diminution of pauperism, that the money saved in consequence would far outweigh the money that would require to be expended.

4806. *Chairman.*] Then would you go the length of recommending the Legislature to pass an Act forbidding the sale of intoxicating liquor altogether?—Yes, certainly.

4807. Mr. *Loch.*] Have you many grocers licensed in Edinburgh?—Yes, we have; I think that pretty nearly one-half of the number are very likely to be grocers licenses.

4808. Mr. *Miller.*] One-half of the 800 do you mean?—Yes, of the number of certificates granted in 1867, for inn or hotel-keepers, there were 41, for public-house keepers, 358, and for spirit dealers or grocers, 430.

4809. Sir *Robert Anstruther.*] That is about the half of the whole for the last class?—Yes.

4810. Mr. *Loch.*] Is it your opinion that there is something in the circumstances of a spirit license being granted to a grocer that renders it peculiarly dangerous to servants and people of that class?—I believe there is; I have frequently heard it stated, but I think that it is far more likely to be prejudicial and pernicious to workmen's wives who get their liquor there, and take it home with them, but who never would go to a public-house for it. They go for their provision with a basket, and then they get the liquor, and take it home in the basket.

4811. When I said servants, I meant to refer generally to persons who go to a grocer's shop for the purpose of buying some other article, and bring away spirits with them; you think that there are many such?—Yes.

4812. *Chairman.*] Are you aware whether the publicans themselves are anxious to put down grocers' licenses altogether?—I should expect they would be.

813. Mr. *Loch.*] But do not you think that grocer's license is a form of license which is in f peculiarly dangerous to those persons whom have been describing?—Yes, and I think if l Kinnaird had carried his first proposal, to rate the grocers' licenses from the spirit ses, it would have conferred an incalculable ant of good upon Scotland.

814. Sir *David Wedderburn.*] You were king of shebeens in Edinburgh; can you tell whether you are acquainted with the existence many shebeens in country districts or small ns?—I think that they have a control over n, and succeed in putting them down in ntry places and small towns, a control which really do not possess in the cities. In those ntry places there is a limited amount of popun, and the moral influence that can be brought ear upon them is much more effectual. I may tion that we had an illustration of that near nburgh in the case of our late Lord Provost rson. When he purchased the estate of thwick Hall there were several such places as indicate, but he set about putting them down found no difficulty in doing that purely by ns of moral influence on the people.

815. Do you think that if the number of lic-houses were diminished, and an efficient e were organised, you could in the same way down the unlicensed houses or shebeens in cities?—I think you might to a large extent. uld say, send down an inspector to Edinburgh, who is directly under the Government, who ot amenable to local influence, and give him er to embody a staff of 10 or a dozen efficient ers; and I am sure that he could to a large nt stamp them out. All he would require nable him to succeed would be a law holding proprietor of the shebeen, not merely the nt, responsible after a first conviction; I k that if those two things were done they uld prove a most effectual means of dealing n the matter.

816. Mr. *Anderson.*] Do you mean that you uld make the proprietors responsible for the s of his tenant?—I think that if the proprietor e held responsible after a first conviction that uld be beneficial. If he allowed a tenant to ain in a shebeen after he had been once conted, I think it would be reasonable that he uld be made amenable to the law.

817. But how could the proprietor get rid of tenant in all cases?—Supposing that he had enant to whom he let the house in May, and a ond conviction took place before the following y, I do not think that we could expect that proprietor should be held responsible in that e, but if he re-let the premises to the same ant after he had been convicted, I do think t he should be held responsible.

818. Sir *Robert Anstruther.*] Would you give se proprietors hard labour?—No; but I would pose a penalty on them.

819. Mr. *Orr Ewing.*] You do not seem to ve much confidence in local government?—s, I have very great confidence in it.

820. But when you say that you would send wn an inspector from the Government who uld have 12 subordinates to deal with the atter, that does not look like confidence in cal government?—I believe that there is a culiarity in this question which there is in no her, and that will be seen if you consider the ct, that the proprietor of a public-house will obtain a third (I believe I am safe in saying that he will obtain at least a third) more rent for a shop licensed than for it not licensed.

4821. Do you think that the local authorities just now are corrupt with reference to the granting of licenses, and that they ought not to have the charge, and the superintendence of the affairs of the town; but that Government should send down inspectors to look after them?—I do not mean to say that they are corrupt; but I mean to say that when we find that there are a very considerable number, even of our licensing justices, who have a pecuniary interest in public-houses, and when we remember that they have, at the same time, the power of dealing with the licenses, the matter is not in the most favourable circumstances for municipal government.

4822. Therefore, you do not consider our present system of local government, with reference to this particular question of licensing, and taking charge of spirit dealing in Scotland, to be pure?—I do not.

4823. Mr. *Miller.*] I suppose in giving that answer you refer in some degree to the appeal court?—Yes, distinctly.

4824. The magistrates are, as it were, the responsible body, and the justices of the peace come in at the end of the day, being severely canvassed by those who are in the interest of the public-houses to grant the licenses?—I have seen personally, in attending the courts, numbers of gentlemen whom I knew to have been canvassed coming in, and remaining till such time as a given case was being discussed and settled, and after it was settled leaving the court in large numbers; indicating that in so far as they were concerned the license had been disposed of which they were interested in.

4825. And the justice of the peace is not a magistrate appointed by the people?—No. And this is a thing that it would be very important to keep in view, that our six licensing magistrates are appointed by the town council, and the town council is appointed by the rate-paying community; but the quarter sessions, or the justices of the peace, are appointed, not by the local authorities, but by the Crown.

4828. Mr. *Orr Ewing.*] Would you be satisfied if the power of appeal were taken away from the justices of the peace?—It would be a great improvement, I think, if it were.

4827. But even that would not satisfy you?—I may be deemed, I have no doubt, somewhat unreasonable in my claim; but I am very much afraid that so long as we have the system of licensing, it matters not by whom, we must make up our minds to bear a vast amount of pauperism and social demoralisation as the result.

4828. Would you indicate what other mode you would propose instead of the present?—The only thing that I would be disposed to adopt, in whose hands soever the licensing court remained, would be that the ratepayers should have the power to rid themselves in their respective districts of the public-houses.

4829. You are in favour, in fact, of the Permissive Prohibitory Bill?—Decidedly, I am.

4830. May I ask, whether, in your visits to these shebeens, you find that they are generally connected with brothels?—A very considerable number of them are.

4831. And all the others, I suppose, are open to receive women, if they are not keeping women?

Mr. *D. Lewis.*

11 June 1869.

women?—Yes; open to any person whatever who has money.

4832. And do you think that taking away the licensing system would also have the other wholesome effect of preventing any desire for the continuation of such houses?—I think it would; whatever you remove that has a tendency to foster and create the appetite for drink that would most certainly have a salutary effect in preventing these houses.

4833. It would not only make people sober, but virtuous?—I am sure it would have a great effect.

4834. You think that it would take away all desire for these things?—No, I do not say that; I believe that there are tendencies to these social evils altogether apart from the public-houses.

4835. Mr. *Cameron.*] The people who frequent shebeens for that purpose would do so independently of whether or not they had passed by one of these licensed public-houses on their road?—Yes; I believe that those who would go for those purposes indicated would go altogether, irrespective of the desire for drink. But those shebeens that I have been calling attention to, more especially in the old town, are houses not of that description.

4836. The experience that you gave us would be almost entirely confined to houses used for drinking purposes?—Almost exclusively.

4837. Mr. *Miller.*] I do not know whether you have given your attention much to the expenditure created by this poor law, and to the increase which has occurred since its commencement?—I have looked very narrowly into the question of expenditure, and find that there has been a steady and accumulating increase upon the expenditure in Scotland from the commencement. If we take the expenditure first furnished by the Board of Supervision, we find that in 1845 there was a gross expenditure of 258,814 *l.*; and, if we take 1846, that is the next year, the expenditure had increased to 295,232 *l.* Then, if you take the expenditure for the last year, 1868, it had increased to 863,202 *l.*, or, during the 23 years, there had been an increase of upwards of half-a-million of money.

4838. What do you think that has arisen from?—I believe that it has, to a very large extent, arisen in consequence of the increased expenditure in management; there is the largest per-centage by far upon the department of management.

4839. For instance, in 1845 what was the cost of management?—In 1845 the entire management of the poor in Scotland was 17,454 *l.*

4840. And in 1868?—In 1868 it had increased to 94,452 *l.*

4841. Is it your opinion that the increased expenditure has been largely brought about by the increased price of provisions?—I do not think that it has; I think that there is a very popular mistake in regard to that matter. I do not think that, upon inquiry, it would be found that the increase in the price of provisions has been at all proportionate with that of management, or with the importance assigned to it.

4842. *Chairman.*] Are you speaking now simply of the head of management, expenditure, or of the total expenditure?—In speaking of the total expenditure I have been assigning a large proportion of increase to have been upon management, and not upon the price of provisions. The management in 1845 was 17,454, but in 1868 it was 94,452 *l.* I was very desirous also to ascer tain what had been the increase upon provision and I have got here a return of the accepted est mate for the city parish in the year 1847, and th accepted estimate for the year 1868.

4843. From the manager?—From the man ger. And then I have got a return setting fort the probable quantity of provisions required i the year 1868; and he brings out in this retu that the amount in 1847 for the probable quan tities used that year in the poorhouse woul be 3,065 *l.*, but if you take it in 1868 was 3,190 *l.* 16 *s.* 6 *d.*, being an increase 125 *l.* 16 *s.* 6 *d.*, or an increase of 4 per cen upon the price of provisions between 1847 an 1868.

4844. Mr. *Miller.*] I suppose that is taking th same quantities in each year, and applying th prices that you would derive from the estimate —Yes.

4845. *Chairman.*] But this question of pro sions does not affect the question of managemen —No; I introduced this to show that while w have an increase of 4 per cent. only upon th provision account of 1868, compared with that 1847, there is a much greater increase in manag ment.

4846. Mr. *Miller.*] Have you any furth means to account for this increase; has medic relieve, for instance, been largely increased?— have the medical relief for last year. I have n the medical relief for 1845; but last year it w 32,858 *l.*

4847. And then law expenses?—£. 5,986.

4848. But you have no means of showing th increase that there may be upon similar items 1845, so as to make comparison?—No; but if w exclude the building account, that is the expe diture on buildings, and take the expenditure o direct relief since 1845, it has increased by abo 146 per cent., while the increase upon manag ment and litigation has been about 400 p cent.

4849. *Chairman.*] You are aware that the co of law expenses for the year ending May 1866 lower than ever it has been before?—Yes; I a aware of that. We find that in Edinburgh, an I believe it is general; but, notwithstanding, the has been a greater increase upon the expenditu this year than there has been, I believe, in an preceding year.

4850. Mr. *Miller.*] You have had, I believe, pretty large expenditure in the city parish in t erection of poorhouses?—Yes; we have had poorhouse erected at the cost of, I should thin about 50,000 *l.*; and then we have had one in th St. Cuthbert's parish, which has just been recent opened. The cost of these two houses would l about 90,000 *l.*

4851. And have you any idea of what the a commodation will be?—There will be accomm dation for about 1,000 in the Craiglockart an about 600 in the St. Cuthbert's. They will b capable of containing about 1,600 inmates.

4852. And to accommodate that number yo have an expenditure of capital of 90,000 *l.*?— Yes.

4853. Do you think that that is necessar under the circumstances?—I think that the Boar of Supervision ought to exercise much more d cided power in regard to the amount of mon that is being expended on workhouses. Tak those two as an illustration: there appears to hav been a vast amount of money expended upo me

re architectural display, which is by no means, should think, in keeping with the object for ich the houses have been erected. Were the ne number of paupers that we have had as in- tes in these parishes of St. Cuthbert's and the y parish transferred to these new houses, they uld be kept there at an expense for the house- d accommodation provided of about 4 *l.* per id; whereas at the city parish at the present ment they are kept at an expense of somewhere ut 20 *s.* per head.

4854. The rent, that is to say?—Yes.

4855. So that you have a large increase, 3 *l.* ead upon this rather extravagant expenditure, I gather you think it?—Yes, I think that ors' houses should be built upon a much more nomical principle, and by no means such an ount be expended upon mere architectural play, which I apprehend is out of keeping with object of a poors' house.

4856. *Chairman.*] Do you make any allow- e in the difference of cost of these buildings the greatly increased cost of materials and our?—No; I take the present valuation of present poorhouse. If you take the per- tage upon that it comes to a little more than ound; but if you take 5 per cent. upon this 000 *l.*, you find that there would be an expen- ure, as I have stated, of nearly 4 *l.* upon house- t for each pauper.

4857. But part of that increased expenditure due to the increased cost of materials?—I uld expect that.

4858. Mr. *Orr Ewing.*] The one being an old se and the other new?—Yes; that has some- ng to do with it.

4859. *Chairman.*] You are aware that there been a considerable increase in the cost of terials?—Yes, for this last eight or ten rs.

4860. Have you considered how much of the ra expenditure that you would wish put away ttributable to the cost of materials, and how ch is due to an unnecessary extravagance in building?—I have not looked at that; but I uld state that it is felt to be one of the sources dissatisfaction with the poor law, that such tly erections should be provided for paupers; t while a working man and his family have iculty in paying 6 *l.* or 8 *l.* as house-rent, should find a man and his wife, and three or r pauper children being provided with resi- ce at a cost of somewhere about 20 *l.*

4861. Mr. *Orr Ewing.*] Who gets up those ldings?—The local boards.

4862. And the local boards are responsible for plan of the buildings?—But the Board of pervision must sanction the whole.

4863. The local board are elected by the payers?—Yes.

4864. And they send in the plans of the build- s, when they are satisfied for themselves, to the rd of Supervision for their approval?— s.

4865. And the Board of Supervision look more he interior arrangements than to the outside? think that is quite possible.

4866. And therefore the ratepayers have the tter in their own hands, having the power of cting new managers if they consider that the ldings are to be extravagantly built, and in a y contrary to their wish?—Yes; but these things generally done by boards that are in power, when the question has never really been be- 0.42.

fore the ratepayers; and I believe the ratepayers, knowing that the Board of Supervision have the power and the control over the whole plans, the matter is pretty much left with them.

Mr. *D. Lewis.*

11 June 1869.

4867. Is it fair to charge the Board of Supervision with neglect of duty when the matter has never been brought before them as a complaint?—I do not know about that; I think that if a public board were discharging aright its duty, its object would be very much to prevent complaints.

4868. I agree with you so far as the accommodation is concerned, that the Board of Supervision is bound to look into it to see that it is suitable for the wants of the district; but is the Board of Supervision or the ratepayers the parties most interested in keeping down expense?—No doubt the ratepayers are very much interested; but seeing that the Board of Supervision exists for the very purpose of exercising salutary control and guidance over the various local boards, I do think it is not unreasonable to expect that they should look pretty narrowly into these plans and estimates, and see that there is not an expenditure of money that might very prudently be avoided.

4869. Do you not think that it is rather the duty of the Board of Supervision, if they get the proper amount of accommodation provided, to leave the architectural style of the building to the parties in the district itself immediately interested?—I think that it would be a mistake if they were to concede that, and certainly the whole of the plans in all their details must be submitted to them and approved.

4870. Then you have no confidence in the local boards elected by the ratepayers; you have more confidence in the central government?—No, unfortunately, I have no more faith in the Board of Supervision than I have in the local boards; I think there is a tendency both in local boards and in the Board of Supervision to expend the poor rates in a way that is not altogether justifiable.

4871. But you would have this control exercised quite irrespective of the general body of ratepayers?—No; but there is a very general feeling, I know, in Edinburgh, that a large amount of the money spent in the erection of these two houses could very properly have been saved.

4872. Can you explain to the Committee why it is that they do not change their managers?—There is one thing that I must state here, namely, that under the existing poor law the mode of electing the managers is held to be most inconvenient and most unsatisfactory for the general body of the ratepayers; and I have a suggestion noted down here which I would submit for consideration, bearing directly upon this point. Our mode of election at the present time is this: There is a given hour fixed, the ratepayers repair to a certain room, and at the given hour the door is locked, and they proceed to elect members, and if there are more than 100 who vote for these managers, it is then necessary to issue voting papers over the various wards for the purpose of electing the various members; so that we frequently find that when 100 ratepayers have voted they are told, "now if any more vote we will require to issue voting papers for the purpose of the election in terms of the Statute." And the effect of that will be a vast expenditure of money in the election. In the year 1861-2, this system of election was repudiated. Upwards of 100 voted; they did not accept the

Mr. *D. Lewis.*

11 June 1869.

statement of the polling clerk, and they said, "We will incur the expense"; and although there was only one ward of the city where the election was contested, we found that there was an expenditure of between 60 *l.* and 70 *l.* in the issuing of these voting papers. So that I hold that the present system of electing managers is of a most unsatisfactory description to the ratepayers generally. It is generally at an hour of the day when we find that a vast number of people cannot attend, and if they are not there at the very moment, the door is closed, and they cannot be allowed to vote. I would suggest that the method of electing managers for the parochial board should be the same as for the town council, namely, that a poll should be opened, and that from 10 to 4 any person should go and record his vote.

4873. *Chairman.*] You think that that would be cheaper than the present method?—Yes; and infinitely more satisfactory.

4874. Do you mean that the practical result of the present system is, that all above 100 abstain from voting to save the expense, and that the election is really left in the hands of those 100?—Yes.

4875. And that in that way there is not a proper representation of the ratepayers?—There is not.

4876. Mr. *Orr Ewing.*] Do you wish us to believe that the inhabitants of Edinburgh are so economical that they grudge to spend 60 *l.* or 70 *l.* upon an election, but that they do not grudge laying out 60,000 *l.* more than you think necessary on buildings for the poor?—I scarcely think that you would get a dozen intelligent ratepayers in Edinburgh who would be prepared to face, at the present moment, the expense of sending out voting papers. We have five wards in the city parish. The 60 *l.* was incurred in one of those wards, and it was incurred before the passing of the Reform Act; and I have no doubt that we should find that a larger number of voting papers would require to be sent out now than were sent out then; and I do not wonder that, as a general rule, a great majority of the ratepayers were desirous of change in the mode of election. Besides, it is not everyone who can get to the place at 10 o'clock in the morning, and if you are not there at 10 o'clock in the morning, the door is closed and you are not allowed to vote at all; whereas if you had a poll opened from 10 to 4 merchants and tradesmen and all classes could record their votes, which is now practically impossible.

4877. *Chairman.*] What would be the expense of the election of a town councillor on the present system where there is a contest?—I could not answer that positively, but it would be very little. You require to get a schoolroom and a polling-clerk, and there is an end of it; it is an expense of a very few pounds.

4878. Mr. *Miller.*] You think that the ratepayers have at present little to say to the election of the managers?—Speaking for the working-classes of the city of Edinburgh, I state that most emphatically. Taking their circumstances into consideration, they, as a general rule, might as well not have had the suffrage extended to them at all in regard to the election of managers for the poor.

4879. Mr. *Orr Ewing.*] They take no interest in it?—Not that they take no interest, but they go to work at ten in the morning and work on to the dinner hour, and go back in the afternoon. With an open poll they could find time to go and vote; but now, if they are not there at the given hour, they cannot get their votes counted.

4880. But are they not always at home between nine and ten?—Yes, but the poll-book are not open till after 10.

4881. Mr. *Armitstead.*] Has not the expense that would be incurred by your plan for the election of managers been increased by the machinery now adopted?—It is increased, but not much. All that we have to do is just to have a schoolroom and a polling-clerk, and a policeman or two at the door, and that is the whole of it. The whole expense for a municipal election comes to be very trifling, and certainly, if we had the present mode of election over the whole city with voting papers, I believe that you would have some hundreds of pounds expended.

4882. Mr. *Miller.*] You talked of the Saint Cuthbert's poor's house, it comes under the sum that you mentioned of 90,000 *l.*?—Yes.

4883. And is, you think, rather of an extravagant description?—Yes, I think both of them are.

4884. Did the ratepayers there make an effort to get that rectified?—Several meetings were held by the citizens; in short, a very general feeling of dissatisfaction has existed all over the city about the erection of both of these houses; and I think that this ought to be said, in support of the Board of Supervision, that they did not encourage the erection of these two houses. There was a general feeling, in which I very much share, that the whole city should have been brought under one area of chargeability, and that instead of having two houses, we should just have had one. I think we might have had one erected sufficient for all practical purposes, and equally adapted to a poorhouse at one-half of the money.

4885. Mr. *Orr Ewing.*] And the Board of Supervision supported that view?—They did; and if the boards had been guided by the indications of the Board of Supervision, these two houses would not have been erected.

4886. You did not wish, in what you said previously, to condemn the action of the Board of Supervision?—I would not speak in a condemnatory way of any board or of anyone; but I do think that they would have received the hearty support of the ratepayers, and certainly their gratitude, if they had prevented the amount of extravagance on architectural ornament.

4887. *Chairman.*] With regard to this question of the inconvenience and expense of the present system of electing managers, we have had similar evidence as regards the Barony parish of Glasgow; can you give us any statistics of the cost of the booths, and so on, that would be necessary for electing managers, as compared with those for the municipal and Parliamentary elections?—I cannot.

4888. We have a very strong impression here that, at all events, in Parliamentary elections these booths cost a great deal of money?—It would be the simplest thing in the world to ascertain that, and I will take care that some succeeding witness is prepared with that information. (*See* accompanying Return, No. 2.)

4889. Mr. *Miller.*] I believe you know, from being a member of the town council, that in the election of the town councillors booths are not frequently required, but they generally get empty shops?

ps?—Yes, that is what I was anxious to im-
s upon the Committee, that it is not like a
liamentary election; that in our municipal
tions, all we have to do is to get a school-
n, or the police board-room, and just get the
ng sheriff with his books, and perhaps a couple
olicemen at the door, and the people walk in
n orderly way, and record their votes; and I
id certainly be very much surprised if the
nditure in a municipal election comes to any
iderable amount of money.

390. *Chairman.*] Then I may take it that the
lidates for municipal honours are looked upon
more tender eyes by the public, and are
if I may use the expression) fleeced as Par-
entary candidates are?—You may take it for
ted that the expense of their nomination and
tion is comparatively nominal. There is cer-
y a considerable amount of money expended
n they come into party conflicts, in canvass-
and sending out advertisements, and all
sort of thing; but in regard to the mere
l form of the election, the expense is ex-
ingly trifling.

391. I want to take the case of a contest
the expenditure of a poorhouse, and agita-
to turn out managers supposed to be extra-
nt, and to replace them by managers who
ld only spend half the money; in such a
est, which would be quite as keen as a mu-
al or Parliamentary contest, I presume,
ld the expense be less?—Under the present
em it would be something enormous.

392. But would it be less by adopting the
icipal machinery?—It would be reduced to
which is merely nominal; for this money
nditure in canvassing, in printing, and all
, is paid out of the pocket of the candidate,
not the public rates.

393. Mr. *Miller.*] The town council's expen-
re is simply to provide the room with the
s and the clerks?—Yes; we get the teacher,
e board under which the school is directed,
llow the use of the room, and we give them a
ll sum of money for the school-room, and the
iff's clerk will get a guinea or two for being
e with his polling books, and we have the
ce at the service of the city, and that is the
le matter.

394. The ratepayers, as I understand, of
t Cuthbert's did make an effort to keep
n the expense of this house?—Yes.

895. Did they succeed?—No. In the Saint
hbert's parish there has been a very decided
ation upon this question, and so much so that
whole parish was kept in a state of commo-
. For years, I may say, the agitation has
n going on, and we find that it has been very
h increased by reason of the steps that have
n taken through the mandate system to pre-
t an expression of the popular feeling of the
payers upon the subject.

896. The giving of proxies to those in power
s that which you mean?—Yes, I attended one
hose meetings (I think it was the last meeting
t was held), wherein there was such an
mpt as the Chairman has indicated, to put in
ther class of managers, and the motion was
ied by the decision of the meeting; but the
irman of the meeting introduced a large
dle of documents, amounting, I should say,
,600 or 1,200 mandates, and he tossed them to
clerk, and, of course, that overcame the whole
ular dissatisfaction in the meeting.

.42.

4897. *Chairman.*] Is Saint Cuthbert's parish a suburban parish?—Yes, and this mandate system is looked upon with very great disfavour; and I think if this Committee should succeed in remedying that in such parishes as Saint Cuthbert, it would certainly be of very considerable importance. We find that these mandates are being collected at the expense of the parish. A mandate is sent out with a stamped envelope, addressed to the chairman or some one in power, and the mandates are got, and are used not merely for the purpose for which they are applied for, but are kept up and are operative for years. This indiscriminate system of mandates given to be used for a period extending over years is looked upon with great disfavour and is certainly a most powerful engine in putting down those who are dissatisfied.

4898. Would it not meet the case if the parochial board were converted into a system of managers elected as in an urban parish?—It would meet the case, decidedly.

4899. Mr. *Miller.*] Have you anything more to suggest on that matter?—I think that the Chairman has made as good a suggestion as could be made.

4900. Are you aware of what has been done in the Barony parish of Glasgow, which is a similar one to the Saint Cuthbert's?—No; I have not had my attention drawn to it.

4901. *Chairman.*] You are aware, perhaps, that they got a private Act of Parliament, putting them on that footing which I have indicated?—No, I was not aware of that.

4902. Sir *David Wedderburn.*] Would you be in favour of the total abolition of the system of mandates?—No; I think it would be unjust to proprietors and others to destroy the mandate system, and I could not be a party who would plead for its total abolition. Certainly I would like to see it under restraint, and that mandates should only be used for the occasions on which they are given, and if that was done, I think it would meet the difficulty to a very large extent.

4903. And that the system should not be carried out at the expense of the parish?—I think that is most reprehensible, because it gives those who are in power a position which I think they ought not to retain.

4904. Mr. *Orr Ewing.*] Is it legal to spend the money of the ratepayers in that way?—I am not sure whether it is legal or not, but certainly it has been done to a very large extent.

4905. And you would limit the duration, I suppose, of mandates?—Certainly. I would adopt the suggestion of the Chairman in regard to a change of the parishes; and I would further suggest that all mandates given should be limited to the meeting dealing with the business in hand.

4906. The same as in the case of railways?—Precisely.

4907. Mr. *Miller.*] Have you anything remedial to suggest, so far as pauperism is concerned?—I might be deemed perhaps somewhat extreme in what I would recommend; but I think that if we had a system of compulsory education of a much more practical character in operation amongst the humbler classes, it would be of great importance.

4908. You would educate the people?—Not merely reading, writing, and arithmetic, but education with more of a practical character; and seeing, as I have indicated, that this drinking and this drunkenness is one of the prolific sources of social demoralisation, I would suggest that tem-

Mr. *D. Lewis.* 11 June 1869.

perance should be taught in school books amongst the young, that they should be taught the duty, and the benefits and advantages of temperance and sobriety.

4909. Speaking of that, and looking back to a previous answer, you seem to think that pauperism just breeds pauperism?—I think that that is one of the great evils of the existing law.

4910. I understand that you have a system, in the city poorhouse, of boarding out children?—Yes. I regard that as the only bright spot in connection with our whole pauper institutions. We have upwards of 300 of those on the roll on the average, and we find, if they are put out early enough, before they are contaminated by their dissipated parents, they invariably, as they grow up, become apprentices and servants, and are lost sight of amid the industrial population.

4911. Do you send out all the children belonging to the workhouse?—We are now sending out all those over whom we have a direct control. There are those belonging to other parishes whose position is not defined and certain, but, as a general rule, we are sending them out.

4912. At what age do you send them?—At very early ages. We are now finding but little difficulty in getting nurses, and we are sending them out as mere infants. The last time that I spoke to the inspector, he said that he had no difficulty whatever in getting nurses and sending them out in mere infancy, and they find the plan to turn out satisfactorily.

4913. The children that are boarded out are visited, I suppose?—Invariably. We have an inspector who just goes his rounds, and then the managers go occasionally and look over them.

4914. How long has that system been in operation?—In the City parish of Edinburgh for upwards of 20 years.

4915. Have you had experience of any of those children coming back upon you, or becoming paupers in the places to which they are sent?—I never knew one such case; and the inspector who has had 15 years' experience in coming in close intercourse with them, tells me that he never knew one such case, if the child had not been contaminated before it came under his jurisdiction.

4916. Do you happen to know the cost of boarding out those children?—Yes; I think, as I stated the other day, they cost 9 *l.* and some pence a year, that including education and clothing, and the entire management of them.

4917. And of these children you have something like 300?—Yes.

4918. So far as you have it in your power, the children of paupers that come under your control are secured from being paupers themselves?—Certainly.

4919. *Chairman.*] How do you deal with Roman Catholic children?—Wherever there are Roman Catholic families, we invariably send them to such parties; but we have this difficulty, that of course in our country they are not so numerous, and many of them are much lower in the social scale; but wherever there can be Roman Catholic parents got to give the children a fair chance, they are invariably sent to them.

4920. You do also send Roman Catholic children to Protestant families?—Yes, necessarily.

4921. Have you had any complaints made of your having done so?—We have once or twice had an interview with the priests, who have been desirous to get them boarded out into an institution in Lanarkshire, but, all things considered, we get on very agreeably.

4922. What schools do you send them to?—Just the schools in the district, whatever they be, along with the children of the folks that they are living with.

4923. Do you not send the Roman Catholic children to Roman Catholic schools?—There are very few Roman Catholic schools in the country districts; indeed I do not think there is one, but if there are any I have no doubt that the boarders would send them there.

4924. How many have you boarded out, and what proportion are Roman Catholics?—We have about 300 on the roll, but how many are Roman Catholic, I could not state.

4925. Mr. *Miller.*] The inspector could tell us that?—Yes.

4926. *Chairman.*] We have evidence from the Abbey parish of Paisley, that all the Roman Catholic children are put under Roman Catholic families and are educated in the Roman Catholic schools, and no difficulty seems to have been found in that district, in fulfilling these conditions; that is not quite your experience?—We would certainly find a difficulty with the schools in the country. Here is a note that I have bearing expressly upon it; "This year there have been 47 Irish mothers with 101 children in the house;" that is the nearest statement that I can make bearing upon the subject.

4927. Mr. *Armitstead.*] Are all the Roman Catholic children Irish?—As a very general rule we may conclude that these 47 Irish mothers would be Roman Catholics.

4928. *Chairman.*] That would give about one-third of the children Roman Catholics?—Yes.

4929. Mr. *Cameron.*] Are there no Roman Catholic children besides those of Irish mothers?—Not many, I should think.

4930. It would be much easier to find Roman Catholic families in the neighburhood of Paisley, I suppose, than in the neighbourhood of Edinburgh?—I think it would; we have great difficulty in getting them in the country, we do get them, but not many.

4931. Mr. *Miller.*] Are those 101 a portion of the 300 you spoke of just now?—No, they have been in the house; in a great number of cases we would be just temporarily tracing out where they belong to, I expect.

4932. Mr. *Crum Ewing.*] Do these children all belong to these mothers?—I presume so.

4933. Mr. *Parker.*] Did that institution in Lanarkshire offer to take them at the same cost?—I think they would.

4934. Do you know on what grounds it was declined?—It was declined pretty much on the ground, that we want them away from institutions altogether, we want to get them amongst the rural population. We have got into the idea that this sort of workhouse system is to be discouraged where you can with propriety get the children out into the rural districts. We find that sometimes there is in the very fact of being brought up in these institutions a feeling and a disposition put into children to come back upon them. For example, in the case those who were not boarded out, but were brought up in the poors' house, we got them sent away into the country afterwards, but when any little difficulty come upon the

y just fellback into the poors' house; but when get them amongst the rural people, and asso- ing with farmers, and growing up amongst ir children, and going to be apprentices to cksmiths and joiners, getting amongst the in- trial classes, they get a new nature, and the per feeling dies out of them.

935. *Chairman.*] Your object is to maintain ily influence?—Yes.

936. Mr. *Miller.*] To get them to forget their in?—Yes, and away from being identified n pauper institutions, or institutions of any l.

937. Mr. *Parker.*] Was this a pauper insti- on in Lanarkshire?—A sort of industrial ning place not supported by charity rates, or lic rates, but supported by those belonging he persuasion in a charitable benevolent sort ay.

938. Is it entirely for destitute children, or there any children paying fees there?—I ld not answer that, but we have repeatedly ised to send the children there.

939. Mr. *Miller.*] You do not send the chil- n there, not because it is a Roman Catholic itution, but because it is a collection of chil- n not under family influence?—Yes, we would se the Protestant children precisely on the same ground. I have been now at the board some five years, and, so far as I know, there very general feeling to treat, on the same ciple in every conceivable way, the children arents, to whatever denomination they belong. made it a rule that that question never can ntertained, and I think the Roman Catholic sts would be pretty ready to give us credit for g it.

940. Mr. *Orr Ewing.*] You suggest the teach- of temperance and sobriety; do you think that not taught in our schools?—Not so promi- tly as it might be.

941. Religion is taught in our schools, and I pose it is a branch of religion to practice eration in all things?—Religion is taught in rtain way, and temperance may be taught too certain way; but what I mean when I sug- that temperance should be introduced into ol books is, that there should be scientific ct reference to the demoralising influence ch drink has on the community, and that we uld encourage a greater attention to the laws ealth, and to temperate habits amongst the ng than we have done, give it greater promi- ce, in short, than it has hitherto got. I pro- that simply because a great number of the th, particularly of this class that we are now ing with are reared up amidst dissipation and rovidence, and consequently it would be duty of a national system of education to eavour to adapt itself to the circumstances in ch they are placed as much as possible.

942. Mr. *Cameron.*] You would substitute a ntific treatment of the subject for a religious in fact?—I would certainly strongly recom- d, and I should wish to see that they were ght the elementary principles, as you indicate, ysiology, so that they would appreciate and to account sanitary measures in their bearing n health.

943. And such a treatment, you think, would nore attractive to young people than if the ect were treated in a purely religious point iew?—I am sure it would; I think that we have had too little of the practical. Bring some- thing of a more practical character to bear upon the minds of the young, make it more a system meeting the wants of their every-day life and it would become more interesting, and as it became more interesting, I believe it would become in- finitely more beneficial. Then again, seeing that a great number of our people lapse away by reason of improvidence and thriftlessness, I think that there should be brought prominently before girls something like a knowledge of domestic economy, so that they would acquire habits, not only of cleanliness, but of frugality and provi- dence. We have got into a bad system in Scot- land, a readiness just to take tea and coffee, for example, as a ready, hasty meal at morning, noon, and night, and all these sorts of things have a demoralising effect upon the people; but if we could get the people practically educated in some of these principles that I have indicated, I am sure the effects would be beneficial.

4944. *Chairman.*] I do not quite follow you; do you mean that tea and coffee taken at every meal are demoralising?—No, that it tends rather to improvidence, not turning the wages to the best account; I think there ought to be, not only the money properly expended, but expended in such a way that it would be more satisfactory.

4945. Would you not leave it to every man to choose that for himself?—Yes; I am not at all dictating; but it is a mere matter of making the home comfortable; I think that a great point in keeping men from lapsing away is to en- deavour to make the home as comfortable as possible; and I think that by an improvement in the direction I have indicated, home would become more attractive; and unless we could ac- complish that by some means, I very much fear that no system of education would have the beneficial effects which we would all like to see.

4946. Mr. *Miller.*] In your evidence you al- luded to the area of chargeability, have you any- thing to suggest on that?—I should like to see the area of chargeability extended in all towns and cities, such as Edinburgh, Glasgow, and Aberdeen. I think it would be a vast improve- ment upon the existing state of matters.

4947. Would you confine it to towns to the exclusion of the rural districts?—Yes; I would not recommend extending the area of charge- ability in the rural districts. I should certainly like to see it in all large towns and cities, but I think it would be a mistake to break up the small parishes and to throw them into the large county boards, which some people are suggesting. I fear that it would lead to a carelessness on the part of the managers, and would be found to result in an increased expenditure without any advantage to the poor.

4948. *Chairman.*] How is it that a similar result would not follow in the town parishes being combined?—I think there is this difference in the towns, that there you have them all living very much in the same circumstances, with the excep- tion that there is a difference in the assessment. We have in Edinburgh, in one parish 1 *s.*, in another 1 *s.* 8 *d.*, and, I think, in the Canongate parish they are paying about 2 *s.* 10 *d.*; so that there is not only an inequality, but a positive injustice, as I think, which would be remedied in the large cities by combination. For example, a large number of those who are assessed in the Canongate, it is true, sleep there at night, but their time is spent in

Mr. *D. Lewis.*

11 June 1869.

working in the other parishes where the assessment is much less; and because the Canongate happens to be the centre where the working men chiefly reside, though not working there in the day, they get a settlement there; and they are compelled to sustain them, and hence their rates are so much heavier. Now, I think, by this extension of the area of chargeability, that mischief would be corrected.

4949. You are aware that there is a section in the Act of Parliament that enables parishes to combine for all purposes, management, and so on; and we have had evidence that attempts have been made in Edinbugh to adopt that?—Yes.

4950. What has been the reason why those attempts have been unsuccessful?—I think the chairman of the Board of Supervision took a considerable interest in the matter and strongly recommended it. The City parish met and went unanimously into it, and the Canongate went unanimously into it; but unfortunately the St. Cuthbert's parish, for obvious reasons, the rate there being the least, decidedly resisted it. Very strenuous efforts have been made again and again, and public meetings held, but their opposition has been so overwhelming, especially in consequence of that mandate system that the clause in the Act could not have been given effect to, and I fear it will be, unless we get an amendment in the Act making it compulsory.

4951. You would make it compulsory only in town parishes?—Yes, in town and city parishes.

4952. Mr. *Miller.*] Was there any reason assigned by the St. Cuthbert's parish for resisting that wish, except the fact of their rate being smaller than that of the other two parishes?—The whole opposition, as presented to the public, was just simply this, that we wanted to increase their rates and to make them bear the responsibility of the Canongate and the other places, and as they have discovered that there was some debt on our parish, while there was none upon theirs, they made it appear to the citizens that we were wishing to saddle the St. Cuthbert's parish with part of the debt on the City parish, which was pure nonsense, but was successful in getting up such a feeling of hostility that we could not carry the thing out.

4953. *Chairman.*] How would you get rid of that difficulty of the debt?—There was no intention to mix up the possession of our debt with the matter; it was a mere question of the amalgamation of the parishes; they would not have been held responsible for a sixpence of the debt of either of the two other parishes.

4954. How would you deal with the debt?—The way it would have been managed is this: I presume there would have been such an adjustment made with our own parish before we went into the amalgamation, that we must have met them upon the same ground as they stood.

4955. Then you would have paid off your debt first?—Most certainly; there was no other intention, but it served as a very good reason for opposing us.

4956. As long as the debt existed it would really be a difficulty unless you were able to clear it off before you combined?—Yes; but we never had any hesitation in that.

4957. Mr. *Miller.*] Have you given any attention to the basis of assessment which you are to assess upon?—Well, I am not satisfied with this present mode of assessment, and, all things considered, I would be disposed to prefer an assessment based upon the principle of the income tax.

4958. Not upon fixed property?—No, upon income; the existing law of rating, I think, is so unequal that there is very great need to have it amended, and I think that it would be the best and the most equitable arrangement that we should assess upon income and not, as at present, on rent.

4959. Mr. *Crum Ewing.*] How would you do in the case of a man deriving his income from various parishes?—The only way in which I think that could be met would be to have an adjustment of the amount of rate that he paid, and that he should pay over an equal proportion to the parishes in which he had property.

4960. Do you think that that would be practicable?—I think so.

4961. Would it not give rise to constant quarrelling among the parishes?—No, I think that if it was left either with a commission (it might be that the Income Tax Commission might be appointed) to collect it, and they were instructed to make a proper adjustment, or with any other board, but the parishes not allowed to interfere themselves, there would be no difficulty.

4962. Then it might happen, according to your plan, that a man would not be assessed at all in the parish that he was residing in?—Yes, quite possible; we have, no doubt, exceptions to all rules.

4963. Take the Barony parish and the City parish of Glasgow; a great number of the wealthy people have their residence in the Barony, and their business entirely conducted in the City parish; how would you act in that case?—That would be a difficulty; but I expect that where a man carried on his business in one parish and resided in another, there would just require to be such an allocation of the rates as I have indicated.

4964. That would be a sort of arbitrary thing I cannot see any rule that you could apply to that?—You would have difficulty no doubt, but it would be a matter of detail.

4965. Do you see any way of getting out of it?—None further than that which I have indicated, that if he resided in one parish and carried on his business in another, you should make a fair allocation of the one-half of his assessment in the one parish where he lived, and the other half where he conducted his business.

4966. Mr. *Cameron.*] Supposing that he has a villa situated in another county altogether, to which he retired for a portion of the year, or more than one villa, how would you rate him for that parish?—He would just require to pay the share into the third parish, and it would be required to be deducted from the other two.

4967. Have you ever seen or heard of any matured scheme for carrying out such a plan?—No I am perfectly aware of the difficulties that may be suggested; but I am pretty sure that there could be infinitely greater objections started in regard to the present system of rating.

4968. Mr. *Orr Ewing.*] Would you continue the limit of the assessment as it is, to 100 *l.* a year, or would you go lower?—I would go lower than that.

4969. How low would you go?—I would be disposed to revert to the minimum of the Act of 1845 in rural districts; that is 30 *l.* or 35 *l.*, and would

ould come down as low as 50 *l.* in towns l cities.

970. Why do you make a distinction as to a n's income in town and country?—I think that se living in rural parishes with an income of *l.* would be just as well off as those in the es with 50 *l.*

971. Supposing a man lived six months in , and six months in the other; that would be usted, I presume?—You would require to be y much dependent, as we are in the income on the man himself, and if you found that he six months in the country, and that he was months in the city, you would have to deal h the case accordingly.

972. Mr. *Miller.*] Are these working men ch in the habit of having two houses?—Very ely.

973. Mr. *Orr Ewing.*] They sometimes change ses however?—Yes, but though you find a n work at another place, you find that he has one residence. As a rule, working men not be said to have two houses, and very rarely ive in two places during the same year.

974. Would it be necessary for the adjustat that you propose, that in the event of a man ng in a different parish from that which he has manufactory or business, each parochial board uld know what his income there was in order et their share of the assessment?—Yes, unless , as I have stated, to the Income-tax Commisners, who would have a return from each parish, ing what was the estimated amount of expenre for the coming year; they would levy an ssment upon the parish from the rent roll, and over the portion which they had assessed for estimated expenditure of each parish.

975. But when the return was not made in particular parish in which the man lived, how uld you adjust a case of that kind?—I expect n whatever parish he returned you would uire to pay the assessment over to that parish.

976. Would it not be a hard thing that a man ing his works in Dumbartonshire, and living another county, or in the city of Glasgow, uld not pay the assessment where the great y of his workpeople are, but pay it where he des, and where there are none of his workple at all?—There might be a seeming diffity there, but it seems to be the only way by ich you could have an assessment upon inne, to make a fair division between the parish which he resided and the other parish in which conducted his business. As I have stated, it lifficult to propound any principle not beset h difficulties; but I am sure that those diffities would be comparatively trifling compared h the existing inequalities.

977. There is no difficulty, however, at pret in the assessment; it is quite simple?—e mode of assessment is simple; but there is y great injustice, and there are great anomas in this mode of levying on rental.

978. Do you think that it is a just thing that same income tax should be paid by a profesnal man on his income as is paid on heritable perty?—I do not know. If we were proceedupon the principle of an income rate, I think t it would be pretty fair to charge all and idry upon the income which they received.

979. Even though in the one case a man's ome depends upon his life, and in the other es not?—If we find a man who is earning his 0.42. income by physical industry, it might appear hard to assess him the same as the landed proprietor, more especially as the support of the poor to a large extent originally devolved upon the landed proprietors; yet at the same time I think that the advantages of the system I suggest, compared with the present, are such that it would not only be more equitable, but would meet with even the approval of the commercial classes.

4980. It is simply a theory of your own, surrounded by many difficulties you admit?—It is surrounded by many difficulties, but certainly they are not so numerous as the difficulties existing in the present system.

4981. Mr. *Miller.*] Would it meet your views to retain the present rate, supplemented by an income tax rate?—You might have that; but I confess that I would be disposed to abide by the principle of the income tax. I think that the poor ought to be supported very much by those who are able to support them; and I think that the best way of getting at those who are able, is to deal with them according to their amount of income.

4982. Mr. *Crum Ewing.*] But you have no plan to propose to carry that out?—The only plan that I would have would be, that every parish should send in their return to the Income Tax Commissioners, stating the amount of assessment that they required for the next year, and I have no doubt that the Income Tax Commissioners have abundance of ability and mental resources, and that they would find ways and means to overcome all these difficulties that may be presented; that they would levy the rate and allocate, I have no doubt, in such a way as to meet the approval of the country, the various shares to the respective parishes.

4983. Mr. *Cameron.*] It would surely throw an enormous amount of extra work upon the Income Tax Commissioners, such as they would be unable to cope with?—I do not know that. There would be an additional amount of work certainly, but the additional amount of machinery would be very little, and the economy would be great in the end.

4984. The difficulty would lie in the allocation?—If their schedules were properly constructed, they would find at once the various claims of each parish; and it would be a very easy matter to have the funds so allocated as to meet the wishes of all.

4985. Mr. *Orr Ewing.*] What would be the basis of allocation; supposing that a man having works in Dumbartonshire, lived in Glasgow, where he had no works?—Those would be matters of detail which I would leave very much to the Income Tax Commissioners to consider and to decide upon. As I have stated, I have faith in their mental resources, and in their being able to find out all the information they would require, and also to make a proper allocation to each parish.

4986. *Chairman.*] Do you not think that our object being to tax people according to their wealth, that object might be obtained by such a system as this which would meet the difficulties which have been suggested, that a part, say, a half or two-thirds of the rate required for the poor should be levied on lands and heritages, and that the other half, or third, should be taken out of the Consolidated Fund, by which means you would

Mr. *D. Lewis.*
11 June 1869.

get rid of all questions of residence?—Yes, certainly that would be a way of getting rid of many of these difficulties; still I am afraid that the very fact of its being paid out of the Consolidated Fund might lead to an undue recklessness of expenditure that would not be desirable.

4987. You are aware that that is not found to be the case with the police force, that the Government contribute out of the Consolidated Fund one-fourth to that rate, and yet it is economically managed?—I believe that it is true.

4988. If, in the case of the poor rate, you left part of the rate on lands and heritage, say, half or two-thirds, do you not think that that would be a system which would secure careful management?—I think it would perhaps meet the thing, and it would no doubt be a marked improvement upon the existing unequal mode of rating.

4989. At present, really the result is, I gather from your opinion, that the great bulk of the taxation falls upon those less able to bear it, while those more able to bear it escape without paying their fair share?—That is the view that drove me to the falling back upon this income tax idea; and I may just state that we have in Edinburgh gentlemen in receipt of thousands who, under the present mode of assessment, are not paying so much as many commercial men, who are in receipt of hundreds. A commercial man who is not able to live in a house, it may be, of more than 30 *l.* or 40 *l.*, may be paying 150 *l.* of shop rental, and his whole income not exceeding 300 *l.* a year; whereas we have scores of gentlemen who may be said to be in receipt of their thousands, and living in houses perhaps rented at 200 *l.*; so that the commercial man, with an income of 300 *l.*, is paying as much under the existing law as the gentleman who is in receipt it may be of 3,000 *l.*

4990. Mr. *Orr Ewing.*] How does he get his 3,000 *l.*?—By investment; investment for example in feus. We have large incomes coming in to many gentlemen in Scotland, and particularly in Edinburgh, as feu duties; and then we have bondholders, who are not proprietors of houses or property, but have immense sums invested in lands and houses. Under the present system, we cannot get at those people.

4991. Supposing the holders of feu duties and bonds were made liable for their share of the assessment, would not that satisfy you?—Yes, I would accept that in preference, if we could get it. If I saw that it could be as easily got as getting at the income tax, I think that would be preferable.

4992. *Chairman.*] It would distribute the burden more equitably, you think?—I think it would.

4993. Mr. *Miller.*] Would that system reach the large manufacturing profits?—You would have a difficulty there; but certainly it would be a very marked improvement had we an amendment of the law by which you got at feu duties and at bondholders, and money derived from public companies. You certainly would accomplish a very great reform in the parochial assessment.

4994. Mr. *Cameron.*] Surely the feuers pay on feu duties now?—The feuer does, but not the superior who derives his income from the feu.

4995. But then the feu would pay twice over, according to your plan?—No.

4996. Mr. *Orr Ewing.*] I presume you mean that the feuer would have the power of deducting the assessment from his feu duty when he was paying it, the same as he does with his income tax at present?—That is the difficulty. It might be stated that the feuer is paying; but, at the same time, there is no charge upon the superior and I do think that it would be perfectly equitable that he should be, and at the same time he could be, reached by the process which has been indicated.

4997. *Chairman.*] Have you anything further to suggest?—There is just one other suggestion that I would make, and it would be in regard to the question of settlement; I think that if we had the law so amended as to give us a birth settlement, we would get rid of an endless variety of difficulties.

4998. Would you propose to do away with settlement altogether?—No; but I think, if we had a birth settlement, we should get quit of an endless amount of worry and litigation, and certainly it would tend greatly to diminish our national expenditure.

4999. Mr. *Orr Ewing.*] You think that it would be more just to send a man back to the parish of his birth than where he had worked all his life?—I think it would; but I would make this suggestion along with it, to meet the difficulty: that it would be somewhat unreasonable to send away a pauper who might have been 50 years in the parish. I would give them a final choice when they come upon the roll whether they were to remain where they made application, or to go back to the parish to which they belonged, and I think then we would get over the only real objection I ever heard mentioned to the birth settlement.

5000. *Chairman.*] Would you adopt the practice now existing in England, that after a man had resided 12 months in a place he should not be removable, though he might be chargeable to another parish?—I would prefer that.

5001. Mr. *Orr Ewing.*] Why should a man have a greater claim on the parish of his birth than where he has worked all his days?—Simply because that is the best way of getting rid of the endless variety of difficulties with which the question of settlement is associated; and while it applies to one parish, it applies to all in the same way.

5002. But is it not the case at present, that from change of circumstances men are crowding in from rural parishes and the Highlands into the centres of labour?—Unquestionably we have had vast numbers coming in from the rural districts into the centre of population in their younger years; there is not the slightest doubt of it.

5003. *Chairman.*] Are there more born in rural parishes than are born in town parishes?—I am not in a position to say whether there really are or are not; but I think you will find that there is something like compensation supplied; if you had them coming in at one period more generally into towns, you would find that at another period they would be running from towns into rural parishes again.

5004. The presumption would be that where the population was largest the births would be most numerous?—You would expect that.

5005. So that the thing would adjust itself?—Yes, I think so; I think you would find that there was a sort of *per contra* account going on

nd that at the end it would be found very y equitable.

06. Mr. *Cameron.*] Have you had any oppor- y of ascertaining from chairmen or inspectors rochial boards in rural districts whether they had facts under their own experience show- he hardship which rural parishes would sus- f the birth settlement were adopted?—I do hink so; I have, no doubt, heard a good deal both sides, but, as I have indicated, I think while there is a considerable number of old le that might be sent back upon the parishes the cities, yet we have them *per contra* coming from the rural parishes into the in their old days; for it cannot be disputed a large number of old people do come into towns to reside from the rural districts; I think that we should just have fair com- ation in the end.

07. You never heard that view which I ioned expressed by the authorities in rural hes?—I have heard it very frequently stated; but, at the same time, though I have not had before me any returns, my impression is, that while it would be quite true that a great many would be sent back to rural parishes that had left in their earlier years, at the same time we should just have a *per contra* account.

5008. *Chairman.*] Have you turned your attention at all to the law of settlement in Ireland?—I understand that in Ireland no Scotchman or Englishman can get any settlement at all; and that is one of the things that I would like to get a birth settlement for; it would place us in Scotland in a very different position. We find that from Ireland, after a five years' residence, they get a settlement with us; but a Scotchman may be 50 years in Ireland, I believe, and would never get the settlement that the Irishman would get after five years' residence in Scotland.

5009. Is there any other point which you would wish to suggest?—No; I think that I have exhausted all that I have to say on the subject.

Mr. *D. Lewis.*

11 June 1869.

DR. ALEXANDER WOOD, M.D., J.P., F.R.S.E., called in; and Examined.

10. Mr. *Miller.*] YOU have, I believe, paid attention for many years to questions affect- the well-being of the working and lower es?—Yes, circumstances have led me to pay at deal of attention to the subject.

11. For how long?—For upwards of 30 I have been connected more or less with tutions for the benefit of the lower classes.

12. In that way you have probably come to a great deal of the operation of the poor —Yes.

13. Do you happen to know it so as to be to state to the Committee anything connected the condition of that same class before the Law Act of 1845, so as to institute a com- on between their state then and their state after the passing of that Act?—Yes; I saw at deal of the poor previous to the passing e present Act, even more, perhaps, than I ow, and am thus able to judge of its effect them, and to draw a comparison between state under the present Act, and their state r the former Act.

14. How does the comparison stand in your ?—I do not think that there is at all less ry or wretchedness, and I think there is a t deal more vice under the present Act than r the former Act.

15. To what do you attribute that?—I attri- it to the impossibility of paid inspectors ing closely into the cases, as was done by the rch officials under the former Act. There is h more room for imposition under the present and much more room for reckless and profli- expenditure of the money received.

16. I suppose your experience relates more e city of Edinburgh, than to any other place? es.

17. Do you find that the condition of the er classes is really not very good?—I think the condition of the poorer classes is not very bad, but is becoming every day worse dinburgh; and upon that point I have the lest means of speaking, for, at the request of Lord Provost of Edinburgh, I undertook the e of chairman of a committee appointed two years ago to examine into the condition of the poorer classes, and I drew up the report which I hold in my hand, which was published by the authority of the Lord Provost, several magistrates, and other members of the committee, and was the cause of means being taken to remedy the evil.

Dr. *A. Wood,* M.D., J.P., F.R.S.E.

5018. There was an association created, as it were, by the inhabitants of Edinburgh after that meeting?—Yes; after this report was published there was a public meeting held, and an association was formed for the purpose of endeavouring to ameliorate the condition of the poor.

5019. And is that association in working order now?—Yes, it is working very well; it has been working for about a year.

5020. And through the operation of that association I presume you have come to know very well the condition of the poor in Edinburgh?—Yes, through the preliminary inquiries which I made for the report, and from the fact of being chairman of the acting committee of that association, I think I may say that I know thoroughly the condition of the lower classes in Edinburgh.

5021. You refer, I think, in the 27th page of that report to something which you would desire to communicate to the Committee?—The passage at the top of page 27 of the report, which was agreed to by the Committee and forms part of the report, is this: "No one can attentively observe the effect of a legal provision for the maintenance of the poor as at present administered, without becoming convinced that its whole tendency is at once to augment both the number and the expense of paupers, while it has very little effect in mitigating their suffering or improving their condition; nor need this excite any surprise. The system is at utter variance with those laws by which the social body is kept together, and with those principles in political economy which the soundest heads and clearest intellects have enunciated."

5022. Probably you could explain to the Committee the reasons that induced you to draw up that particular portion of the report, and the formation

Dr. *A. Wood*, M.D., L.R., F.R.S.E.

11 June 1869.

formation upon which you stated that?—I have explained them more fully in a lecture on the poor laws which I gave at the request of another association, and by citing one or two of the heads of that lecture I think I could put the Committee in possession of the view that led me to maintain that.

5023. *Chairman.*] On that point may I ask you this: I see that following the passage which you have read there are certain heads stated a the result of the operation of the law, A, B, and C, and so on?—There are.

5024. Under head C the report seems to draw a distinction between the principle of the poor law in Scotland before 1845 and after 1845, namely, it seems to assume that the law of 1845 has given an absolute right of maintenance to paupers, whereas the old Scotch poor law only gave a right of sustenance, so that a man should not starve, and that he should be supported from his parish when the means he had within his reach were not sufficient?—Yes.

5025. Do you hold that there is that change?—I think that by the present law a pauper is entitled to demand his whole sustenance from the parish. By the former law, as explained by Lord Pitmilly, a pauper was only entitled to get such addition to what he could make himself, or to what his relatives or friends could give him as would keep him alive. I do not say that it is a difference in the law, but I say that it is a very marked difference in the principle of the working of the two laws.

5026. Do you mean that in administering the law the practice has risen up of assuming an absolute right of maintenance, or do you mean that the letter of the law itself has created a change in this principle of the right or the extent of it?—I mean that the present law has created such a change that the pauper no longer looks upon relief as a supplement to what he could get otherwise, but considers that he has a claim to it as a right, and that he should get his entire support from the poor fund when once on the poor roll.

5027. But in this paragraph that I refer to, you do not state that it is the belief of the pauper that he has that right, but that absolutely such a right exists by the new law, I want to know the ground of that statement?—I think if you look at the paragraph you will see that I make a quotation from the first report of the general assembly to the Select Committee of the House of Commons in 1817, signed by the late Rev. Sir Henry Moncreiff; I say, "The old Scotch poor law, on the contrary, proceeded on"; and then the following is the quotation from Sir Henry Moncreiff: "the principle that every individual is bound to provide for himself by his own labour as long as he is able to do so; and that his parish is only bound to make up that portion of the necessaries of life which he cannot earn or obtain by other lawful means." That is Sir Henry Moncrieff's explanation of the law, an explanation which was adopted by Lord Pitmilly in a subsequent report; and I look upon that as a sound interpretation of the former law. Admitting that to be a correct interpretation of the law as it existed previous to the alteration, what I say of the other law is: "It tends to diminish industry, by giving to every pauper a right to maintenance whenever he sinks to a certain depth. The old Scotch poor law, on the contrary, proceeded on the principle that every individual is bound to provide for himself by his own labour as long as he is able to do s and that his parish is only bound to make up th portion of the necessaries of life which he cann earn or obtain by other lawful means." I thi that is the correct interpretation of the pres law.

5028. Will you kindly point out anything the Act that gives that absolute right?—I ha not the Act at hand; I do not profess to qu the first part from the Act, but I say that nobo who sees the operation of the Act, as at pres administered, doubts for an instant that eve pauper claims, as a right, to be support Whenever he comes within the range of pauperi he claims his whole support.

5029. I am anxious to direct your attenti particularly to this point, for this reason, t the law is charged with having created that st of things; and we want to ascertain wheth the effect arises from the law itself, as co tained in the Statute, or only from errors administration?— You will see how very ca tiously I have avoided committing myself that point, for I say, "No one can attentive observe the effect of a legal provision for t maintenance of the poor as at present a ministered," and so on. I do not blame t Act of Parliament there, but I blame it " at present administered." I am looking its effects. I do not profess to be a lawyer o judge of the words of the Act, but I do profe to judge of the mode of administration of t Act; and looking at that mode of administrati I have no hesitation in maintaining the truth that proposition.

5030. Mr. *Miller.*] As a matter of fact, eve pauper that goes into the workhouse is maintain wholly by the poor rates?—Of course he is, a that was not the case under the old system.

5031. *Chairman.*] Do you mean that whe poorhouses existed under the Act of 1845 he w not maintained entirely by them if he went in them?—I think it is clearly brought out in th quotation, that the whole system was to give hi so much as he could not earn by his own wor or obtain by the assistance of those willing t assist him, relations or otherwise; a person wh could not do full work could work a little, woman, for instance, could knit stockings, an the principle went to supplement that. Ever encouragement was given to a pauper to work and to his friends and neighbours to assist him and then the kirk session stepped in to give wh was supplementary, and was not intended for h entire support.

5032. There were some poorhouses before th Act of 1845, were there not?—Just three.

5033. If the poor went into those houses wer they not entirely maintained there?—When the were put in the poorhouses they were.

5034. So that before the Act of 1845, if pauper went into a poorhouse he was entirel maintained at the expense of the parish?—Ye but then there were only three poorhouses existin in Scotland, and those only in three large town and the old system did not require the repressio of the poorhouses as the new system does.

5035. Mr. *Mackintosh.*] Those poorhouses wer not employed as tests?—They were not necessar as tests.

5036. Rather as hospitals for the aged an infirm?—Yes, in fact, the Glasgow one wa called the Town's Hospital.

5037. M

037. Mr. *Miller.*] And the poor were not ged to go in there?—No, it was never used test to detect imposition.

038. Whereas the workhouse is now so used? es. I suppose the Committee do not wish in stating my reasons to enter into the theo- cal objections to the poor law.

039. I think the Committee would be glad to from you the reasons why you adopt that age in the report; that passage, I presume, approved of by the large association of ch you are chairman?—Yes, the report was pted by them, and therefore they are respon- e for that passage.

040. So that it is the view of that large asso- ion?—Well, they may adopt a passage, but may not be responsible for my explanation t. But I will give that explanation if the mmittee desire it. In the first place I deny the State is bound to maintain every one has been born within its limits, whatever be the cause of his requiring that mainte- ce. I think that there is no legal obligation n the State to do it; I think it is a mistake lo it, and I think it interferes with the law which God regulates the world. The Bible s expressly, "If a man will not work, neither l he eat." That is the natural check pro- d for laziness and indolence; and you re- e that check, you let a man become indolent lazy, and then take away from him the dread starvation by providing for him if he acts in t way. Then in the next place a man may nd his earnings in drink, because he knows fectly well that he and his family will event- y be sustained by the State, if he falls into erty. Or a woman may become a mother of many illegitimate children as she pleases, ause her very vice gives her a claim on the te, which she would not have if she were an est woman. I say that these are all objec- ns to the principle of the poor law.

041. *Chairman.*] Do you extend that objec- n to the principle of the poor law as it existed ore 1845?—It is an objection to any poor , and the more complete and thorough the r law is, the more objectionable it be- nes.

042. You do not consider that there is any y on the State not to let people starve who utterly unable from any fault of their own, maintain themselves?—I believe that there uld be less starvation if there were no State igation to maintain them. I will admit, how- r, that I do not believe that you could step of that system that we have got into all at e; it is impossible to abolish the existing rs *per saltum*; but I believe that if poor laws l never existed, there would have been less rvation and suffering than there has been der the poor laws. And I can scarcely take your London newspapers without seeing that s and that person have died of starvation in te of your poor laws. And there is another ng that should be borne in mind, whenever train comes upon the poor law, it becomes in- cient. During the cotton famine, for instance, poor law could not overtake the demands de upon it. You know also the misery that urred in the East of London two or three rs ago, and how the poor law proved inade- ate to overtake it. Where you have a poor y, you are like (if I may use an illustra- 0.42.

tion derived from what we see in India) a fakir, who ties up his arm and does not use it, and the arm gets powerless. You have accustomed the people too long to lean on this thing, and you cannot expect that they will walk without it now.

5043. Sir *David Wedderburn.*] May we infer from that that you consider the poor law as administered, only just meets or barely meets the evils of which the law itself is the cause, and that when any great strain is put upon it by external special events, it utterly breaks down and leaves such a special case to private charity?—I think we see, and we have had several illustrations of it recently, that the poor law is inadequate to meet the strain, and that it tends to create pauperism, and that is another great objection to it.

5044. In fact it barely meets the cases of which it is itself the cause?—Just so.

5045. And is utterly unable to meet other extraneous cases?—Yes.

5046. Mr. *Miller.*] This association of which you are chairman, was first thought of owing to, and arose in short out of, a dissatisfaction with the operation of the poor law, as now carried on?—Yes; and there is scarcely a day that the committee does not receive applications to assist those that are already receiving assistance from the poor law.

5047. Was that association the first indication on the part of the inhabitants of Edinburgh, of dissatisfaction with the operation of the poor-law?—No; there has been the utmost dissatisfaction ever since its effects were noticed; four years after the poor law passed, namely, in 1849, there was a meeting held in Edinburgh, which was attended by delegates from every county in Scotland, and from most of the parochial boards in Scotland, called in consequence of the alarming increase of pauperism under the present law. That meeting appointed a committee, who prepared a report, from which the following is an extract: "The Act of 1845 is not an amendment on the old Scotch poor law, and there has resulted under the new law a large addition to the pauperism of Scotland, and an enormous increase year by year to the rates, and much additional litigation between parish and parish." It was four years after the new Act had come into operation that this large and influential meeting appointed a committee, who gave that in as part of their report.

5048. *Chairman.*] That was an exceptional year, was it not?—That year was a little worse than the average, but you will observe what the report says; it does not say an increase in that year, but it says, "an enormous increase, year by year, to the rates." There are tables (*producing them*) that I prepared for the lecture that I gave, and there you have the fact of the increase. I must state that the Board of Supervision's tables are not very comprehensible in some points, but this statement has been prepared with great care; every possible allowance has been made for the double returns which the Board of Supervision sometimes give, and it has been revised by an accountant, and the general results are brought out here. I take the two years 1845 and 1868. The number of poor on the roll, that is, registered poor, in 1845, was 63,070. In 1868 it was 80,032. Between 1845 and 1868 it had thus increased 27 per cent. Now I have heard this

Dr. *A. Wood*, M.D., J.P., F.R.S.E.
11 June 1869.

alleged, "Oh, but the population is increasing in the same ratio." So I give you next the population of these two years. In 1845 the population was 2,620,184; in 1868 it was 3,062,294. That is an increase of 17 per cent., while the poor had increased at the rate of 27 per cent.; so that you observe the increase of the poor is out of all proportion to the increase of the population. Then of casual poor, in 1845, the number was 26,894. In 1868 it was 37,882, or an increase of 41 per cent. Then the total expenditure, exclusive of buildings, in 1845, was 295,232 *l.*; in 1868 it was 795,483 *l.*, an increase of 170 per cent. The expense of management has increased from 17,454 *l.* in 1845, to 94,452 *l.* in 1868, making a rate of increase between those two years of 400 per cent.

5049. Are you aware whether on that head of management the accounts have been kept so that buildings have been thrown into management?—That figure which I give is exclusive of buildings.

5050. But are you aware that under the head of management, in many cases, they have not kept buildings distinct, and that this 94,452 *l.* (as I am informed) includes buildings as well to some extent?—I am aware that the tables issued by the Board of Supervision are singularly confused in many respects. I was not aware of that fact which you mention, but I deducted all that I could find for buildings. I have endeavoured to make these tables as accurate as possible, and they have been revised by one of the first actuaries in Edinburgh, therefore it is not my fault if they are not accurate.

5051. Mr. *Orr Ewing.*] I think you said that although you are of opinion that if we had never had any poor law we should have had much fewer paupers, yet you think now we cannot go back to that state of matters?—I do not think we can; I am not now arguing against the poor law; I admit the poor law as a fact that we cannot get over, and the only question I should think which this Committee would have to deal with is how to make it as little evil as possible, or how to make it do as much good as possible, if you prefer to put it in that form.

5052. Mr. *Miller.*] I understand you to state, as a fact, that there has been, and is in Edinburgh at all events, very great dissatisfaction with the operation of the poor law; and that that association which has been established is an evidence of it?—Yes; I have given you a quotation from the report of the committee that met in 1849. Would you allow me to read you a short quotation from a letter written in 1868 by a very influential gentleman known to all of you, Mr. David Milne Home, of Wedderburn, who is a vice president of the Royal Society of Edinburgh, a large landed proprietor in and, I think, a deputy lieutenant of Berwickshire? This is what he says on the subject; "If these views are not incorrect, there need be little wonder that our system of poor laws should be exciting in the minds of many persons gloomy apprehensions, and should be inducing ratepayers in many other districts besides ours to think of measures which may lessen the burdens weighing upon them. It is, indeed, a hopeful sign of the times, that everywhere in Scotland a general unanimity of opinion prevails on this subject. There is a general and ever-increasing dissatisfaction with our whole poor law system, and a belief exists that, unless some remedy be speedily adopted, the effects will be disastrous morally, socially, and economically. I think the first note of alarm and warning came from the north. Sir George Sinclair of Ulbster, in the county of Caithness, a resident proprietor and a man of great intelligence and honesty published the results of his experience and observation as chairman for 26 years of a parochial board in a populous parish. A few extracts from his pamphlet I shall give by way of postscript to this letter, showing the evils which he had observed: 'From the west of Scotland, a remonstrance has more recently come from the Rev. Dr. Norman Macleod' (now the moderator of the General Assembly), 'who, labouring for many years among the dense population of Glasgow, is well able to pronounce an opinion.' In answer to the question, How can we best relieve our deserving poor? he observes, that 'it is a question which presses itself upon us with constant and increasing interest. All acknowledge that it is not answered by our poor law, as at present administered, in my part of the kingdom. The only legal check to imposition or sloth is the workhouse, with its separation of the members of the family, its forced labour, and its diet, in quantity only sufficient to support life, and in quality not very tempting to a nice appetite. The practical difficulties which every form of legal assessment, as at present administered, has to contend against, are on the one hand that of indiscriminate giving, so as to pauperise and demoralise the community, and on the other hand that of stern withholding, so as to let the poor starve and die. From the east of Scotland, still more decided condemnation has come forth. At a public meeting held a few weeks ago in Edinburgh the Reverend Dr. Guthrie, who for so many years has studied the condition of the destitute classes, and done so much for their spiritual and moral benefit, made this emphatic declaration: 'With reference to the present poor law, he believed it to be one of the greatest curses that ever fell on this country. It was not only pauperising the people, but was demoralising them.'" I think these extracts show that there has been a very general feeling of dissatisfaction widespread, and in all parts of Scotland. I mention this particularly, because I notice that a member of the Board of Supervision who was examined here stated that he was not aware that any dissatisfaction whatever has been expressed; and that has created the greatest astonishment. When that evidence was published in the Edinburgh newspapers, and read there, people held up their hands in astonishment that he could have lived in ignorance of the fact that there was great dissatisfaction.

5053. *Chairman.*] Which member of the Board of Supervision do you allude to?—I think it was Mr. Smythe.

5054. Mr. *Miller.*] There is, at all events, great dissatisfaction among the ratepayers?—Yes.

5055. On what ground does that dissatisfaction rest?—In the first place, ratepayers have a natural dislike to be taxed. The second ground of objection is that the poor rates were rising so enormously, and the third is, that they do not see that the money expended is doing a proportionate amount of good to the poor. So much money seemed to be spent on officials and

litigation, and so little of it found its directly to the poor, that there was great tisfaction expressed. People said, "For y 1 *l.* taken from me, 2 *s.* 6 *d.* is put into the ets of those who collect it."

56. Do you sympathise with that ground ssatisfaction on the part of the ratepayers? ost thoroughly.

57. There is dissatisfaction arising in other ters; it is shared in, for instance, is it not, by nthropists and others who attend to these ers?—Those who take a real interest in the find that the demoralising effect of state f, as at present administered, is very great. so tends to spread rapidly, for if you give ne person living in one of what we call stairs, in Edinburgh (just upright streets, h instead of running along the surface, as ther towns, run up to heaven, but point n to hell, I am sorry to say, in their acter), other persons find that that one is ng relief, and they think that he is not worse han they are; and therefore they think that should get the same, and they go off and y, and, under the present system, it is exingly difficult to ascertain what is real rty.

58. Sir *Robert Anstruther.*] The check of medical officer is not sufficient, you think?—medical officer has nothing to do with that tion.

59. A man is only relieved if he is incapable pporting himself, according to the theory of law?—But it is the inspector who determines not the medical officer.

60. Mr. *Miller.*] Or rather the sheriff?—sheriff determines it ultimately. The way hich it is done is this: the person makes his ication, and he is put into a room where there several others, and they all pass, like a flock heep, before the inspector, or before the d, and the inspector and they determine ther the applicant is a fit subject for relief or but I do not think that there is any medical ificate required in the first instance, at all nts.

61. Sir *David Wedderburn.*] Do you think it would be safe to put an end to statutory door relief, and to trust such out-door cases oluntary aid?—I differ entirely from the last ness in regard to that point. I think that a ly well-administered poor law should trust fly to out-door relief. I disapprove entirely he poor-house system, and I think that the r-house system is only necessary as a check, ause you have not sufficient personal visitation he poor to enable you to know their character. s used as a test, to save the necessary inquiry character, which would render that test not uired.

62. Then, in those classes of common stairs, think that no other agency except a voluncharitable agency can thoroughly investigate cases, and determine whether the persons are y deserving of relief?—There is no special ue in a charitable agency, except that, geney speaking, your visitors are people thoroughly rested in the matter; but no country could d the expense of a paid agency sufficiently nerous for the purpose, and therefore you t fall back upon a charitable agency. I hold if we are to have a poor law at all, the only ient way of administering it is, in nine cases out of ten, by out-door relief; and the reason why Mr. Lewis and others object to it is, that at present it must almost necesarily be given without due inquiry.

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

11 June 1869.

5063. Do you think that we could obtain sufficient voluntary agents to inquire into those cases properly?—Our association is the test of that. We have only been in operation for a year. We had to work against a peculiar opposition; we had many difficulties to contend against, and yet we have upwards of 1,000 agents now at work, and very few have retired from the work; and what has given us great encouragement about it is, that those who are working are always expressing more and more interest in it, and are getting more and more devoted to it.

5064. Mr. *Orr Ewing.*] I suppose that the difficulty which you find in administering the poor law, for the reason you stated, is confined to the management of it in cities; in rural districts there is no difficulty?—I should imagine that in the rural districts it would be very much more easily done. I was going to say that this association set out with the principal of knowing no religious distinctions; we have clergymen and laymen of all religious denominations, working heartily and harmoniously together. Some bigots took it into their heads to make an objection of that. The association was made out by one man to be one of three unclean frogs of the Revelation, because it associated with Roman Catholics in this work; and there was a violent opposition from persons of extreme opinions upon that ground, which did us some harm, but that is dying away.

5065. What practical benefits have resulted from your association?—Well, I think we have been the means of keeping a great many off the roll, who would otherwise have been on it. The class of cases that we are particularly anxious to relieve, are those that are just falling into poverty from the illness of the bread winner, or from some misfortune having overtaken him. Perhaps he pawns his tools, and when he is able to work again he cannot get his tools out of pawn, and he applies for poor law relief, and when once that bait is taken, the hook is in his jaw for ever almost afterwards. We have taken tools out of pawn, and clothes, and have given money, and set these people on their feet; and we can point to many cases where we see these people industrious and happily earning their bread, who would have been but for our association in the workhouse.

5066. This is a benevolent institution not to supersede the Poor Law Board, but to relieve suffering humanity?—Yes, and we are working most harmoniously with one of the Poor Law Boards, namely, the City Poor Law Board.

5067. Sir *Robert Anstruther.*] There was something of the same kind started in London by Mr. Davenport Bromley in King-street?—Yes, and there is another that has started since. I had the pleasure when I was in London this time last year of being asked to explain the principles of our association at a meeting in the hall of the Society of Arts, presided over by the Archbishop of Canterbury, then Bishop of London; I believe that meeting has issued in the formation of a similar society; I should like to explain this: that our great object is not to go to those who apply for aid, as the poor law does; we make a point of visiting every individual, and knowing his con-

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

11 June 1869.

dition, so that we know them before they come to apply for aid; we do not profess so much to give relief as to try to make it unnecessary for them to require relief.

5068. *Chairman.*] You study their character, and whether or not they are deserving of relief?—Yes; we would not give a man money to go straight to a public-house, as Mr. Lewis told you they were obliged to do at the workhouse; money is not the chief thing we give; it is more looking after them and advising them, and being on friendly terms with them, and bringing together the two classes of society.

5069. Your institution would be of great value in supplement of any poor law, I presume?—Yes, and the system has been at work for 20 years in Elberfield in Saxony, where you have the lega element mixed with the benevolent, and in Pari also; but in Paris it is a religious institution which it is not in Elberfield. There a voluntar association dispenses the money raised by leg assessment. The whole town is divided int small districts; these districts are formed int groups; the fathers of the districts, as they ar called, meet in these groups, and then they me also in a general committee, and every case i thoroughly scrutinised, and the money which i raised compulsorily is distributed entirely b voluntary agency; and the consequence has bee an enormous reduction of the rate in Elberfiel with a great increase of comfort to the pauper themselves.

Tuesday, 15*th June* 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Mackintosh.
Mr. McLagan.
Mr. Miller.
Sir Graham Montgomery.
Mr. Arthur Peel.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Dr. ALEXANDER WOOD, M.D., J.P., F.R.S.E., again called in; and further Examined.

Dr. *A. Wood.* M.D., J.P., F.R.S.E.

15 June 1869.

070. Mr. *Miller.*] You stated to us on Fri- the opportunities which you had of being ainted with the state of the Poor Law and large dissatisfaction which existed with the ?—Yes.

071. Will you state to the Committee your ctions to the present Poor Law?—I began Friday, I think, to state some of the objec- s; I will just go on with them where I then off. The first objection that I made was that oor Law appears to me to be founded on an neous principle altogether, and that that ciple vitiates every attempt that is made to liorate the condition of the poor; the erroneous ciple, in my opinion, is that any man has a l claim upon the industry of his neighbour his support.

072. Do you think that that removes the na- l stimulus to working?—I think that it re- ves the stimulus to work; that the want of l, and the want of the necessaries of life, are stimulus by which Providence intended a n should be acted upon for the purpose of ing him work, and that if a man finds that he d not work and will still be maintained, he s that stimulus; the stimulus has no longer effect upon him.

073. But would you allow people to die from nt?—Well, I do not anticipate that a single ividual would die from want if you were to lish the Poor Law to-morrow. Certainly, er would have died from want if it had never n imposed; as it is, people do die from want h a Poor Law. We see in the newspapers ny cases in this city, and we have had several es in Scotland.

074. *Chairman.*] Will you confine your ob- vations to the Scotch Poor Law; I do not h to interrupt you, but are you aware that re is this great difference in England, that the e-bodied there have a claim to relief?—Yes, I would say in reference to that, *à fortiori*, t there should be less death under the English or Law than under the Scotch, if all have a im under the English law.

075. Mr. *Miller.*] Starvation does occur in otland?—There have been cases of death from neglect in Scotland under the operation of the prison law. Would the Committee like me to mention the cases?

5076. *Chairman.*] I think it would be desirable if they would illustrate our point?—An inspector of the name of Hardie was tried at the Stirling Circuit Court of Justiciary on the 10th of April 1847, for culpable homicide for not giving timely relief in the case of a person who died.

5077. What was the result of that case?—I have not the records, but I think that he was acquitted; but the person died all the same. There was a great discussion as to whether the libel was relevant, and it was found that the libel was relevant, and the case went to trial, and if I remember correctly he was acquitted; but as I said before the pauper died.

5078. You cannot recollect perhaps whether he was acquitted on the ground that he was not in law responsible, or on the ground that it was not proved that his act caused the death of the pauper?—I rather think that your last interpretation is the correct one, and that on that ground he got off.

5079. You see that it is very material to question the fact that a pauper died, and the fact that the man was acquitted would rather lead to the deduction that the pauper died from some other cause, and it is very material, is it not, when you are making an assertion as to the cause to prove that that cause existed?—Of course that is a matter that can be easily ascertained, because these cases are recorded. The other case is more satisfactory, because I know the result of it. An inspector of the name of Main, who was tried at the Ayr Circuit (but I do not remember the exact date, I think it was in the same year, if I remember rightly, 1847) for allowing death from not giving sufficient aliment timeously; he was found guilty and sentenced to pay a fine of 50 *l.*, or to suffer one month's imprisonment.

5080. Have you any other cases?—No; I have just those two illustrative cases.

5081. Nothing of a more recent date than 1847?—No, I have not.

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

5082. Mr. *Miller.*] Do you think that the present Poor Law tends to deaden benevolence?—I think it does. If it would not detain the Committee too long, I would like to refer to a very interesting illustration of the power of benevolence, which you will find in Buxton's book on prisons. He states that in visiting the prison at Bristol (of course prisons were very different then from what they are now), he found the criminals in that prison had a very scanty allowance of food, barely sufficient to maintain them in life, and that the debtors imprisoned there were not supplied with food by the prison authorities, and depended wholly upon relations and casual charity for it. And he says, "It has so happened that both these resources have failed them (the debtors), but the knowledge of a human creature in the agonies of hunger, and in their immediate neighbourhood, was so intolerable to the other inmates, that no instance of starvation has ever occurred in that prison, because even the criminals had their human sympathies awakened, and they shared their scanty pittance with these debtors." One would argue from that that if this holds true of those who have been degraded as criminals, *à fortiori*, it must hold true of those who are in a different position morally.

5083. Do you think also that the Poor Law tends to direct benevolence in a wrong channel?—I think so; I think that in the heart of every human being there has been a principle of benevolence implanted, and that it must have an outcome in some way, and if you shut it up, from the natural mode of relieving the poor, it will take strange and eccentric modes as we constantly see, especially in old ladies who take absurd ways of giving charity, or, for example, the establishment of a hospital for the sustentation of homeless cats, while human beings are starving, which is just, I believe, the natural result of the repression of charity in the direction that Providence intended it to take.

5084. What do you think would become of the poor if this law were abolished?—I think that the real poor might be left to the natural charity of those who are round them. I do not believe tht whil e there are human eyes to see them, and hearts to feel for them, and hands to feed them, anybody would die of starvation if we had no poor law. But while the law enables me to say, "That men cannot die of starvation, the Poor Law looks after them," my charity is stopped, and people are more likely to die under that system than if there were no Poor Law.

5085. But, taking the Poor Law as it is now, there are several checks in existence, are there not, so as to prevent people who are not paupers coming upon the Poor Law?—It is a very curious thing, that every one of the checks that have been invented has proved more or less abortive. And I do not state this upon my own authority, but upon the authority of a Royal Commission, who reported in 1850, I think, I have taken down the words of that report here, "There is scarcely one statute connected with the administration of public relief which has produced the effect designed by the Legislature; the majority of them have created new evils, and aggravated those they were intended to prevent."

5086. Do you agree with that sentiment?—I agree with it thoroughly, and the more so that the only practicable check that the wisdom of the Board of Supervision has devised in Scotland, has been the workhouse check; and I think it bad in every possible aspect in which it can be viewed.

5087. *Chairman.*] You speak of the report of a Royal Commission; do you mean the report of the Royal Commission upon which the Act of 1845 was founded?—The Commission I refer to was upon the English Law.

5088. Mr. *Miller.*] You do not think that the check of the workhouse operates in a right way upon paupers?—On the contrary, I think that it tends very much to aggravate the evil. It may possibly lower the rates, temporarily at least, after a workhouse has been erected, but it tends to increase pauperism, and it tends to demoralise the pauper.

5089. *Chairman.*] May I ask you, upon this point, whether you are aware of the evidence given to us in relation to the satisfactory effect of the working of the poorhouse system at Oban not only in reducing the rates, but in causing many paupers to be struck off from the roll, and to become active and industrious persons?—The poorhouse at Oban, may I ask, conducted on the same principle as the other poorhouses in Scotland?

5090. I am not aware of any difference. Your attention has not been directed to this case?—I have visited several poorhouses, both in Scotland and England. I know of one very admirable poorhouse in this neighbourhood, near the Great Western Railway Station, but I think that, in spite of all they can do, the best of them necessarily tend to aggravate pauperism.

5091. Mr. *Miller.*] The poorhouses of Scotland are worked under rules authorised or prepared and authorised by the Board of Supervision are they not?—They are.

5092. And still you think that they are an institutions that ought to be adopted for the checking of pauperism?—There is a very simple way of viewing them, that under the roof of the poorhouse you have 22 different institutions and I do not know any human being in the shape of a poorhouse superintendent or manager who is capable of managing 22 distinct institutions.

5093. *Chairman.*] I am rather anxious to call your attention to the evidence which the Committee have had on this matter of the poorhouse. In Question 1549, Sir John McNeill is asked "Can you give us any facts with reference to poorhouses and their effects both upon pauperism and upon expenditure?" and he says, "Yes, there is one case that I would desire especially to bring to the notice of the Committee, it relates to the parish of Kilmore, and Kilbride, in Argylshire, in which some of your constituents reside; I allude to the Oban poorhouse. When that parish first began to feel the extreme pressure of the increase of pauperism, they established a lodging-house for paupers. Finding that the proprietors of the small houses, from the increase of demand for such houses had raised their rents to an exorbitant amount, the parish therefore resolved to erect a lodging-house for a certain portion of the paupers. When they did so, they became desirous to use the lodging-house, to a certain extent, as a poorhouse. The Board of Supervision would not consent to that; they said it must either be a lodging-house in its proper sense, and there must be for the inmates free ingress and egress as they would

ld be in a hired lodging, or you must en- e it, convert it into a poorhouse, and bring nder the rules that have been established for houses. There was some little delay, but mately the pressure became so great that the sh resolved on enlarging their lodging-house, getting the sanction of the Board of Super- on to its being a statutory poorhouse. As as they had done that, their inspector, who n intelligent man (I think you are probably uainted with him), set to work and went over roll, and picked out a batch of paupers, to m he offered, with the sanction of the ochial board, admission to the poorhouse, re- ng out-door relief. They all refused to r the poorhouse. Another batch refused he same way, until at length of 300 and odd pers who were on the roll when the poor- se was opened, more than 100 were struck the roll because they refused to enter the rhouse. On receiving that intelligence I me alarmed, and I called upon the inspector ccount to me for what had become of those ple who had been struck off the roll. Were y starving, were they begging, were they king, what were they doing? I received n him a detailed account of every individual. stated, at the same time, that of the whole nber there were only two about whom he felt anxiety. Those were two widows, one of whom three children, and the other two children. I to him, 'Well, keep your eye on those people, e care you are not too late in coming to their port if they should be unable to get on for nselves.' He said he would. I desired him report to me, in a month, what they were ut. He did so, and the result was this: the ow who had three children set about buying s and poultry in the country, and bringing n into Oban to sell; and she made by that fic more than double the amount she had n accustomed to receive from the parish; and told the inspector that no consideration under sun would ever induce her to be a pauper in, because she could do better for herself, e other woman about whom he had been ious, with the two children, took in washing, during that season, and the influx of tourists Oban, she made as much money as kept her her two children for the whole year, and has tinued to do so from that time. There then one-third of the number of paupers who had n on the roll when the poorhouse was opened, ck off the roll; and from being persons who sisted on the industry of others, they became sons contributing to the industry of the ntry; that is one instance of the proper use a poorhouse." Have you anything to say on t?—I think the evidence, in the first place, remely interesting, as it is likely to be, from high source from which it comes; and I uld say, in regard to that, that it is the ongest illustration that could possiby be given the improper system of giving out-door relief t prevails extensively at present. It is per- tly plain that one-third of the whole of the ple in that parish were improperly getting ief, when they did not require it.

5094. It shows, at any rate, that the poor- use corrected that evil?—I have never denied t the poorhouse is a very efficient check to the proper giving of out-door relief; but I say t it is a bad check, and that there are other ecks that would be much better. Is it a wise

thing to erect these poorhouses, at an enormous expense, and to demoralise the inmates (as many of them are demoralised) simply because you will not have sufficient inspection to detect imposition in another way? I think the evidence you have kindly read illustrates this most fully.

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

5095. Mr. *Armitstead.*] Have you any suggestion to make of any other remedy that might be applied, except the poorhouse?—If I may be allowed to use perhaps rather too strong an expression, I think that the poorhouse test is just a substitute for efficient inspection, and that it is prized because it enables a loose inspection to be carried out. The proper check is the full and searching investigation of the case of every applicant.

5096. Mr. *Hamilton.*] You want more inspection into the case of a dissolute person applying for relief?—I explained before, that if you make the poorhouse a place for detaining improper characters, a sort of semi-prison (which it was in Scotland under the old law, in fact, a house of correction, as it was called) then I have no objection to it, but if you make it a place where you put the old, the infirm, the young women who have had natural children, the deaf and dumb, and blind, and lame, and mix all these up together, I say that no governor, even if Heaven-descended, could manage one of these institutions properly, or classify the inmates properly; now, in regard to the poorhouse system, the Board of Supervision have issued rules for classification, and these rules are of the roughest possible character; they are just classified according to age, and you have, perhaps, a virtuous woman, who has been reduced to poverty, put into the same ward with a lot of swearing prostitutes; is it a right thing, for the sake of saving our rates, to subject people to that?

5097. *Chairman.*] That is not a necessary consequence of the poorhouse test, but merely a matter of administration, is it not?—If you constantly turn to the statute, and ask me to find in the statute the evils of its administration I cannot; looking at the way in which that statute has been carried out by the Board of Supervision, which I believe has wished to do its duty thoroughly, I find that after all it has done that such evils exist; I say it shows that the evils are inherent in the system.

5098. If there is wrongful classification, could not that be amended?—You would require to erect a number of additional poorhouses, which would involve a most ruinous expense if you were to attempt a proper classification.

5099. No expense is too great, is it, if morals are in the question?—No expense is too great if you can make the money really attain your object, but if you are going to make such a classification as is necessary, you will find that practically the ratepayers will not be able to afford it.

5100. The evidence is that the poorhouse does reduce the rates, therefore in the end a poorhouse, if properly applied and regulated, does not lead to extravagant expenditure?—But if you have poorhouses of such a size (you have already poorhouses which, it has been calculated, will hold about two-thirds of the whole population of Scotland), and make these poorhouses sufficiently large for a proper classification, you had just better build villages for them at once.

5101. Mr. *Miller.*] In regard to the poorhouses, if they are to be retained at all you would have them classified, one class being for the purpose of correction, and the other for industrious poor,

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

people who have been reduced to poverty not by any fault of their own?—If it was absolutely necessary to remove the industrious poor to a house at all, I certainly would not send them to associate with the scum and off-scouring of society.

5102. That would involve two houses?—Yes; besides, it is impossible in one house to deal separately with the different classes of inmates; you must have one system of government, and you would never subject a poor old man or woman there, simply because they were poor, to the same discipline as a sturdy beggar or prostitute might require.

5103. That leads you to form the opinion that there should be two distinct places for those persons?—Yes: one should be a house of correction, as under the old Scotch law, and the other more like an almshouse.

5104. Mr. *Armitstead.*] You would not do away altogether with the poorhouses?—No, we have the stone and lime now, and I think we should make use of it; having got them we should utilise them, though it was a pity that they were erected.

5105. Mr. *Miller.*] They were not favourites in your mind?—No.

5106. I think you have stated already that the poorhouse system tends to destroy the independence of the people very much?—Yes.

5107. And that pauperism goes on like a disease?—It is very well known that no one that ever enters a poorhouse ever supports himself afterwards again; it is not a reformatory. As the Chairman pointed out on Friday, the difference of practice between laws so similar as the original Poor Laws of Scotland and England, is very remarkable, for, in point of fact, the erection of poorhouses was enjoined under that old Scotch law, and yet there were just three poorhouses in Scotland before the new law passed. But I happened to come across an old Proclamation made on the 3rd of March 1698, which complains of the inefficiency of all former Acts and Proclamations in regard to the poor, and which orders correction-houses to be built, one in each of the larger towns, for the benefit of the surrounding district, and that there should be a penalty of 500 marks inflicted for each quarter's delay in the erection of these houses, and that after a specified time work should be provided there for the unemployed; and the sheriffs are further required to see this executed, under a penalty of 500 marks in the first instance, and then 500 for each week of their delay. The magistrates were ordered to support the poor till the correction houses should be provided, and the kirk session were empowered to see to the execution of this Proclamation. And in the same year, the year 1698, there was an Act of Parliament passed, posterior to the Proclamation, complaining of the inefficiency of all former Acts and Proclamations, and re-ordaining the building of correction-houses in the boroughs, but that they should be built between such days, and in such order, as the Privy Council should think fit, and as the said burghs are able to bear the same, notwithstanding the days named in the said Acts and Proclamations. But notwithstanding these Proclamations and Acts of Parliament, the poorhouses never were erected; there were only three in Scotland up to the date of the passing of the present Act.

5108. *Chairman.*] That Proclamation seemed to imply that the principle of legal support was assumed to be the proper thing then?—But the principle of the Scotch Act was just as strong in giving a right as the principle of the English Act of Elizabeth; it was the practice that was different.

5109. Mr. *Fordyce.*] What do you think becomes, as a general rule, of those who are offered the poorhouse and refuse it?—Well, the evidence which has been already given, and which was read by the Chairman just now, proves that a number of them work; but there are others of them that beg and become vagrants, and others fall back upon being supported by their friends.

5110. Mr. *Orr Ewing.*] You have told us that persons are ashamed when their relations are sent into a poorhouse, and that they come forward and give them what relief they may require instead of their getting it from the Poor Board. Supposing you do away with poorhouses, what would you substitute for that check?—Let us look for a moment at the way in which the poorhouses operate, and we will see the remedy. The inspector is unable to decide whether this man is really impotent or not, and so he gives him an order on the house. If the man is really impotent, he accepts the order and goes in. If he is not, he stays out and probably begins to work at what kind of employment he can get. Now is that not just saving the inspector the trouble of carefully repeated inquiries of another kind?

5111. That is not an answer to my question. I want to know what you would substitute for the means we have at present of getting parties to support their friends by offering to them the poorhouse, and thus shaming them into supporting their poor relations?—I think that appeals should be made to them in various ways.

5112. To their better feelings?—To their better feelings. I think that there are persons on whom the poorhouse has no effect. I believe that the Board of Supervision was very recently called to consider a case where a complaint was made of inadequate allowance by the mother of a person who is making 300 *l.* or 400 *l.* a year in London, and who refused to support his mother or keep her out of the poorhouse; so that principle of shame does not always operate.

5113. That shows that some people are so hard-hearted that nothing will move them?—Yes; but I will tell you a case I know of, where a man was a confirmed drunkard, and spent all his wages in dissipation; at last he came to see the folly of this, and he turned over a new leaf and became sober, honest and industrious, and was earning money, and even laying by money: and the Poor Law authorities came upon him with a demand for some relative (I think it was a sister) whom they had been supporting; and his answer was, "What is the use of my becoming sober and industrious, if my money is immediately taken?" and he relapsed into his former condition.

5114. Do you think that the anecdote which you have told us is against the law or the peculiar constitution of that man's mind?—It shows how peculiar some people's minds are, that some would not be ashamed of their relatives being maintained in a poorhouse; others, again, would feel disgraced at any relative receiving relief, whether in or out of the house; and I believe that these cases which are so painful to hear and to meet with, are very much caused by the demoralising effect of the operation of the present law. It is becoming so very common now to have relatives in

e poorhouse that it ceases to be a disgrace; looked upon as a legal right.

15. Mr. *Miller.*] Do you think that the real st poor are better attended to now, and r supported than they were previous to the ng of this Act?—I do not think they are.

16. So that the benefits (if they are to be l benefits) are more towards what you would he vagabond poor than the honest poor?—

17. *Chairman.*] I understand you to lay this principle, that you would wish a better of inquiry into all cases to be instituted by nspectors?—I would.

18. But how would you supplement the iency of intellect of a particular inspector, at deficiency of intellect which may happen y one of us from not being exactly able to le on the circumstances that may be ascerd? The poorhouse gives him an ultimate t, as you have said; where the inspector is ble to make up his mind, he can solve the ulty by sending the applicant to the house. t would you substitute for the poorhouse to le an inspector, who is puzzled by the man's sible manner, and the balance of evidence appears before him, to come to a just and lecision?—In the first place, I would ask to look at the system of inspection at pre- A certain day is fixed for those who have as; they are assembled in a room at 10 in morning; the inspector and some of the l sit in an adjoining room, sometimes the ector alone, and they pass before them like a of sheep, one by one. Certain questions put, which are framed to detect imposture, framed at all according to the several cases, just on the general idea that everyone that es there is attempting to impose, and the intor forms a rapid idea of the case from the unt of the person and the questions that are These people are sometimes kept there ten till four, without food; they are then, aps, sent away, and told to come back again ix in the evening, and the process goes on two or three hours again. Now does any ible man imagine that that is a thorough ingation into the cases of applicants for relief; that will check imposition, or will foster (if ay use the term) honest poverty. Take the tice under the old poor law. There you had town, and the country especially, divided districts, under the charge of many of the respectable inhabitants who held a position ne church (but I put that aside, I would not it now, because I think the less we have to vith churches in the matter the better). I ld say, choose out a certain number of the e respectable inhabitants, who would feel it nonour to have to discharge such a duty; let n be acquainted, not only with the applicant, with all of that class from whom applications likely to come; let them be acquainted with applicant, not only when he makes his applion, but let them know the inhabitants so well they know about this applicant before he es his application. The first effect of that ld be, that it would act as a preventive ser-. A man who knew that he was deservedly r would not come to these men, and they uld be saved an immense deal of trouble in way. Then, when a case did come, the son would be able at once to adjudicate upon case. That is the system which we have adopted in the association of which I spoke on Friday. We do not visit merely those who require assistance; we visit the entire poor, the lower classes, of the district, so that our visitors are practically acquainted with the whole district. That is the plan that has been adopted in Elberfield; it is the plan that is adopted in Paris. I saw, the other day, the case of a workman who came from a country district into Paris; he had not been 24 hours in the house before a workman, who was connected with the benevolent society of Paris, a man in his own station of life, called upon him, asked him all about himself, where he had been, what he proposed to do, interested himself in him, and got work for him next day. In that way he was prevented from falling into poverty. That is the system which has reduced the poor rates at Elberfeld, which is now reducing the poor rates in Dresden, and which has done it in Paris, the system of voluntary visitation, thorough and systematic.

5119. But there is nothing in the law, is there, that prevents these associations from being instituted, witness the very excellent institution, at the head of which you are, in Edinburgh; or do you mean to say that you would have these established by Act of law; are they not rather voluntary associations, whose benefit arises from their being volunteers, in supplement and in aid of any Poor Law that may exist?—On the contrary, I think that any volunteer association of that kind (and I speak from experience) will find itself extremely fettered by the operation of a legal assessment side by side with it, and I think that it would be perfectly possible to entertain the thing. I need not say "I think," because it has been done in Paris, where probably that sort of systematic legislation is more perfect than in any other country. It has been done in Elberfeld, and in Dresden also.

5120. Will you describe the system in Paris?—I had better describe the system in Elberfeld (the Paris system being very complicated), as we have got special reports from Elberfeld for our Association, a part of which we published, and it is exceedingly important that that system should be distinctly understood. Perhaps before I speak of Elberfeld I might just say this, that as I stated on Friday, your own system breaks down whenever unusual pressure is put upon it, and you have to have recourse to the volunteer system. You had to have recourse to the volunteer system during the Lancashire cotton famine. You had to have recourse to the volunteer system in the East of London during the distress there; and you then found that a volunteer system did admirably well, and saved a great deal of distress and misery. And I do not see why what is adapted to an extreme case of that kind might not, with a little modification, be adapted to the ordinary every-day case of poverty.

5121. Do not you think that the greatness of a special distress naturally evoked that sympathy, and that cheerful, benevolent action, which, in ordinary cases, would slumber if there were not a permanent provision to meet the daily cases of necessity?—There again I would not answer theoretically, but appeal to experience. I would appeal first to the experience of Dr. Chalmers, when he found that there was not the slightest difficulty in getting visitors. I

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

would appeal to the experience in Elberfeld, where they find that there are more who offer themselves as volunteers than they have room to accept. I would appeal to the experience in Paris, where they find the same; I would appeal to the experience in Dresden, where there is one interesting feature which exists nowhere else, namely, that a visitor is not allowed to begin to dispense till he has been six months apprenticed, as it were; he goes round with the more experienced visitors till he thoroughly understands the system, and then he is allowed to work for himself. Now, if we find that in all these places volunteers come forward, and are ready to do the duty, I do not see why in Scotland there should be less energy or less benevolence.

5122. Mr. *Hamilton.*] You would have honorary inspectors appointed?—Honorary inspectors if you chose to call them so.

5123. Mr. *Fordyce.*] Is not the system which you are proposing very much the system which existed in unassessed parishes in Scotland?—Very much.

5124. Do you think that the poor are better attended to in unassessed parishes than in the assessed parishes?—It is difficult now to draw a comparison between the unassessed and the assessed parishes, because the unassessed system is so injured by the operation of the assessed system round it; but I stated on Friday, and I have no hesitation in stating it from my own knowledge and information given to me by clergymen who knew the poor thoroughly, that they were better attended to under the old system than under the new.

5125. Mr. *Armitstead.*] I suppose you have had frequently to do with soup kitchens to meet cases of distress during the winter?—Yes.

5126. Have you not found a great difficulty there in finding the deserving people? there we have no test, and is it not the case that there we are led astray and are relieving the people that least deserve it?—In the first place, I hope that what I say will not be supposed as evidence in favour of soup kitchens. Take the soup kitchen; there has been a soup kitchen in existence in the most destitute part of Edinburgh, the Canongate, for many years, and this year the managers of that soup kitchen, for the very reason that you state, the difficulty of discerning the cases, would not give soup to any who did not bring orders from the visitors of our association, and they had such confidence in the visitors of our association that they were able to arrive at the cases that were really deserving through the medium of our visitors.

5127. Do you think that you really reached in that way the most deserving class?—I am satisfied of it, and what is more, the managers of the soup kitchen were satisfied of it.

5128. Mr. *Miller.*] Have you had any difficulty in getting visitors in your association?—We have not got in Edinburgh the number we require yet, but then we had to start with a very large number. Where you began with a limited number and extend the number gradually, there would be no difficulty in getting a sufficient supply. But people do not understand the system yet, they think that it takes up much more of their time than it really does.

5129. Mr. *Anderson.*] Are your visitors male or female?—Both.

5130. *Chairman.*] Are you aware that in Glasgow, in cases of extreme distress, such a you have pointed out, handsome subscription have been raised and have been handed over t the parochial authorities to administer, as they have a better knowledge of the poor people?—Yes, because there was no proper system there. Any man without reflection wanting to give money to the poor would naturally hand it over to the Poor Law authorities unless better in formed.

5131. You would have the reverse operation you would have a legal assessment, and hand i over to a voluntary association?—Yes; I think that you would come to a better comprehension of the system if I just read a few remarks abou Elberfeld. "It was done in Elberfeld, i Saxony, a manufacturing town, containing 65,000 inhabitants. Previous to 1853 it had been sinking lower and lower into the slough o pauperism, under an unfair, wasteful, demoralis ing, and thoroughly ineffectual system of out door relief. In that year, M. Daniel von de Hezt, brother to the Prussian Minister of Finance, introduced, amidst great opposition chiefly from the religious corporations and the indolent poor, a system, which, while giving more efficient relief, at once reduced the expense by one half. There is a superintending board consisting of four town councillors and four citizens, elected by the town council for three years. The town is divided into 18 districts and each of these into 14 quarters. At the head of each district is the district president; at the head of each quarter, the father or cherisher o the poor. These officials are all chosen by the superintending board. Each president supervises 14 quarters, and each father one quarter in which he has on the average four cases to attend to. A meeting of the district is held once a fortnight, attended by all the fathers each of whom gives an account of his quarter and receives the necessary reimbursement for his outlay. Every case is thoroughly investigated. The father may give relief in urgent cases. All others are discussed at the district meetings, and decided by a majority of voters Exact minutes are kept, and sent up to the central board, who see that the proceedings are in strict accordance with instructions. The central board meets once a fortnight, and the 18 presidents are invited to attend, to give and receive information. The following are among the general principles which are observed in giving relief:—1st." (and I would impress the importance of this very much upon the Committee) "That the family tie be preserved, and therefore the system of out-door relief be adopted as a rule. 2nd. That no person is entitled to relief who can either earn, or who receives from other charity, what is sufficient to procure the bare necessaries of life, or who has any relative who is bound by law to maintain him" (that was the old Scotch system). "3rd. That where relief is afforded it should be sufficient, and only sufficient, to procure food, clothing, dwelling furniture, and schooling. Where any member can earn a part of the sum, the deficit only is supplied by the board. The father is bound to visit the poor of his district at least once a fortnight. The presidents are ready to give advice. The general result is, that in 1852 one in every nine of the inhabitants was a pauper; in 186 the proportion of the population receiving relief in any shape was 2½ per cent., and the entire co

t was reduced to 13,500 *l.*, a result clearly ceable to the minute investigation of every e of distress by a person at once charitable intelligent, by one who can feel the deep ry he does, not only to society at large, but he recipient himself, when he relieves an un- thy person." In the report upon pauperism ch I handed in, you will find that we had munications with the Mayor of Elberfeld, you have in that the statistics of the reduc- of the pauperism, and also of the reduction he expense. You will find it at page 73 of report, on the state of the poorer classes in nburgh, which I have handed in. Here are general statistics of the returns. "The ulation of Elberfeld in 1855 amounted to 12 persons. Relief was extended to 4,424 heir own homes, and to 600 in charitable in- itions; the whole number relieved was there- 4,824; consequently of every hundred of population nine and a half received relief." t was in the year 1855, before the system n. "In December 1864, the population unted to 61,000" (as against 50,000 odd in former time); "relief was given to 1,250 " (that is as against 4,224) "in their own es, and to 550 in charitable institutions," as nst 600, the "whole amounting to 1,800 ons; consequently in every hundred of the bitants less than three received public relief." see there the immense reduction that was ted by the introduction of that system in rfeld. "The report furnishes conclusive ence that within the brief period of nine s the poverty of the city was permanently ced more than two-thirds. It also contains iled information," and so on.

132. Mr. *Miller.*] And that is the system that want to follow out in effect?—It is.

133. But you have not, I presume, had long gh time to test it?—No; nor can we ever y it out efficiently while we have a legal law working side by side with us.

134. The one is antagonistic to the other?— one is partially antagonistic to the other.

135. Mr. *Hamilton.*] You think you cannot bine in one system the two things?—We endeavoured to do so, and have been very h aided by one of the parochial boards of burgh, which gives us every facility; but we that the present law meets us disastrously at y turn.

136. You have no suggestion by which the can be combined?—No.

137. *Chairman.*] I would draw your atten- to the cost of this system in Elberfeld. You that the entire cost was reduced to 13,500 *l.*, it appears, by what you have just now read, the whole number of parties relieved under reduced expenditure was 1,800, which comes over 7 *l.* per head of the paupers, and the lence is that in Scotland it is between 4 *l.* and so that even adopting the Elberfeld insti- on, we should have to pay more than we do ?—What I would like the Committee to ce is, not the actual money (because it is ossible to compare two countries in reference he expenditure necessary for the poor), but state of Elberfeld before that system was oduced, and the state of it subsequent to its oduction. If it effects that result in Elber-, where the cost is so great, it is likely to e a proportionate effect in Scotland.

138. I should like to know what the cost was before, and what exactly was the system pursued before in Elberfeld?—I should have pleasure in lodging the Reports of the Committee, which give all the details.

5139. Mr. *Miller.*] Your view is to promote industry, to keep back that vagabond class, and to keep comfortably, as far as you can, the industrious poor?—Yes.

5140. And that you can only do by this very minute investigation which you speak of?—Yes.

5141. Mr. *Armitstead.*] Your experience of your visitors and voluntary inspectors in Edinburgh is, that they really have done their work efficiently?—They have really done their work efficiently. I do not mean to say that there have not been mistakes made, *humanum est errare*, but they are gradually getting more experience, and the mistakes are becoming fewer; I think that no one who has watched over it with the interest that the Committee have done, can fail to be satisfied.

5142. Mr. *Crum Ewing.*] Would you have your plan embodied in an Act of Parliament?—I do not think that we are prepared in Scotland for making it an enactment yet; but what I would wish to see done would be to make it permissive; that if any parish was educated up to believing that that was the real system of dealing with the poor, then that parish should be allowed to assess itself, and to carry on its own operations according to forms prescribed in the Act of Parliament. I would have it founded very much upon that system; but along with that, for the satisfaction of Parliament, and for the satisfaction of the country, I would think it absolutely necessary that you should have a board of supervision, with great power, to see that the poor did not suffer, or rather to satisfy the public that the poor would not suffer; and with that I think that you might make the experiment, and I am satisfied that it would spread from parish to parish, and in the course of a generation the whole of Scotland would come under the system; but it would be a mistake to impose it on a place where the people were not ready to undertake it. If Edinburgh would undertake to do it (though I think it would be better if it began in smaller towns first), and proved that it could be efficiently done, and that it was a saving of expense, then the system would extend itself. But I am not prepared to say that you should at once enact such a system over all Scotland, because I do not think that Scotland is yet educated up to the mark to receive it

5143. *Chairman.*] But do not you think that such a system is a supplement, and should not be substituted for the present system altogether. When it had been shown to be so efficacious as you say, do not you think that that would induce people to follow your example in Edinburgh, and to adopt it in aid of the parochial system?—It depends on what the object of a poor law is; if a poor law is simply to accomplish the feeding of the destitute and the miserable, then our poor law accomplishes that probably as well as any poor law can. But if your poor law is to try prevention as well as cure, it does not accomplish that at all; and I saw in one of the orders from the English Board, that prevention was no part of their duty. This is a very miserable state of things, because we know that pauperism tends to beget itself, and increase pauperism. If we are to go on indefinitely, without any effort at cure, where is it to end?

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

5144. Your principle, I understand, is based on a legal assessment?—Yes.

5145. Only a different administration of the legal assessment?—Yes.

5146. Therefore you would accept the principle that the State is bound to support the poor, and it is merely a matter with you as to how the funds are to be distributed?—You must bear in mind that when I am urging this system (and I want to guard myself expressly against any mistake there), I am not stating what I believe to be the best system, because I believe that the total and entire abolition of the Poor Law would be the best system, and going back to the natural mode of relieving the poor. But I am asked to state here what I believe would be the best modifications of a poor law; that a poor law was to be accepted as a necessity (which I do not think it is). In consequence of the question that you have now put to me, I would like to say this, that I think the Poor Law might be abolished altogether, if you provided for the present poor. If you gave them a vested interest as long as they lived, in the rates, the rates would gradually become extinct, and I believe that private charity would be perfectly sufficient to maintain all the industrious poor. Provided that the law did this; and that it dealt with the vagabonds, the tramps, and the drunkards, and sent them to proper places, the really deserving poor, the poor that we are commanded not to neglect, would be very easily dealt with. But I do not suppose that such a scheme would find favour now-a-days; and therefore I was endeavouring to state to the Committee what I thought the best modification of a poor law system was, if we must have a poor law at all. In regard to that, I think that it is a very difficult thing to maintain a large charitable poor law side by side with a large legal poor law. In the first place the natural tendency of legal assessment is to dry up private charity. You will find it more difficult to get the requisite funds. Then, in the second place, if my view be correct (and it is the view of the Chairman of the Board of Supervision, I am glad to say, and of Dr. Guthrie, and of many others whom I quoted on Friday) that a legal enactment for the support of the poor tends to demoralize the poor, surely it is too much to ask us to work with the one hand in elevating them, while the law puts its hand into our pocket to demoralise them.

5147. Mr. *Crum Ewing.*] But how are you to raise the funds necessary to keep the poor under your system?—You may raise the funds by assessment, as at present; but as I understand just now, I am not asked to speak to the raising of the funds, but to the dispensing of the funds.

5148. You say that the two systems, the voluntary and the legal, would not work together side by side?—I allude now to the dispensing of the funds; it is not the way in which the funds are raised that demoralises the poor, it is the way in which the funds are dispensed that demoralises the poor; I say that if you had them dispensed through an agency that thoroughly sifted and investigated every case, you would make the Poor Law as little injurious as possible; I will not go a bit further than that.

5149. *Chairman.*] Do you not think that the mode of raising the rate has something to do with the doing away of the family tie, and the friendly spirit that made people support their relatives?—I think it has, but you must raise funds in some way if you are to have a poor law at all.

5150. Mr. *Hamilton.*] And if the money is to be raised by a legal assessment, do not you think that the ratepayers would expect to have a control over it, and that it should not be handed over to volunteers to dispense?—But every ratepayer should be entitled to become a visitor in his district; and I believe that from self-protection, without speaking of charitable feelings, the ratepayers would be too glad to avail themselves of the privilege.

5151. Mr. *Crum Ewing.*] Your committee would have a full power to dispense these sums?—Yes.

5152. In that case the ratepayers would, I presume, have the power to choose them themselves; now, would you be sure of always getting the number of benevolent individuals necessary upon that committee to work your system?—It is possible that you would not; but in the great majority of cases you would; but you will observe, that I stated that I would not have it without a very efficient check in the shape of supervision.

5153. *Chairman.*] But how are you to have an efficient check by people sitting in Edinburgh, who know nothing whatever of the place itself where the question arises?—But my idea of the Board of Supervision is, that it should not sit in Edinburgh, but that like the Justiciary Court, it should hold sittings all over the country, either by itself or by members deputed, or by inspectors; that is another branch that I want to enter into afterwards, if you will allow me. How do you secure that the poor at present have no ground of complaint against the inspector; if a poor person complains that he is not put on the roll when he ought to be he goes to the sheriff, and the sheriff takes evidence, and orders him to be put on the roll, it may be; if, on the other hand, he complains that being on the roll his allowance is not sufficient, he goes to the Board of Supervision if the Board of Supervision agree with him they remonstrate with the inspector, and if he does not yield, they give the complainant power to apply to the Court of Session. Why should we not have some such system to keep us in check.

5154. Mr. *Hamilton.*] Now, if the relief is excessive, the ratepayers have the check?—Yes.

5155. But would they have it under your system?—There would be the most full and ample control.

5156. Mr. *Miller.*] And they would themselves choose the committee?—Yes.

5157. Your answer to the cases which have been put to you is, that the system which you speak of is working well?—Yes.

5158. Mr. *Crum Ewing.*] If it were carried out to the full extent that you propose, would it not come to be something like the present parochial board; your committee are chosen by the people, the ratepayers themselves; so are the parochial board, are they not?—The parochial board have no control whatever of the kind of which I speak; the great work that the parochial board have to do is such that benevolent people do not care to go into it for the purpose of exercising their benevolence; they simply meet two or three times a year to discharge the general business, but do not necessarily engage in the investigation of cases; but what I contemplate is a parochial board, not simply talking about poverty, but a parochial board that will investigate poverty.

5159. Mr

.59. Mr. *Anderson.*] There is nothing in the ent law to prevent them from doing that, is e?—There is nothing to encourage it.

.60. *Chairman.*] Many persons in the rural shes take considerable interest in looking the poor; when the roll is gone over you have seen farmers, members of the board, king up for this and that person, and giving rmation about them?—Just in proportion as parochial board does that, so will the law be iently administered, and what I want is that t occurs in the exceptional cases that you alluded to should become general.

.61. Mr. *Cameron.*] Do you think that your ntary visitors would like to be placed under control of the ratepayers?—I do not think they would object, because there should be t power given to the Board of Supervision; ould be greatly altered, and control should iven to it in all cases. They do not object lberfeld, Paris, or Dresden; they find that law and charity work uncommonly well ther.

.62. Mr. *Hamilton.*] Is there an assessment aris?—Yes.

.63. Mr. *Armitstead.*] It is not all done by Government, is it?—There are various ces of funds in Paris.

.64. *Chairman.*] Do not you think, from own experience with regard to the satisory results of any of these voluntary assoons, that the energy and zeal of these ict visitors depends mainly, if not entirely, the head and manager of the whole thing, that an institution which has so able and so getic a gentleman at its head, so thoroughly rested in the matter, as the institution in Edinh, will always work well; but that if such ad were taken away the thing might collapse? hat was argued in regard to a very great and h more exalted man, namely, in regard to Chalmers. It was said that when he went y from Glasgow all his apparatus in St. n's parish would fall to pieces; but that not found to be the case; I will tell you I think this would not, because it is the ral system, as far as a poor law system be natural, and the more you can fall into plan of nature the more likely you are to uccessful.

.65. Mr. *Miller.*] Have you turned your d to the question of assessment?—I have not l very much attention to the assessment stion, but I have a little.

.66. Has it come within your knowledge there are complaints about the present mode ssessments?—There are very great comnts.

.67. Of what nature?—The first and greatest plaint is the unequal incidence of the taxation. have in Edinburgh at least one remarkable mple; one of our richest citizens, who, except dwelling-house, holds no landed property no house property of any description, his le funds are in shares and mortgages, which not touched by the local assessment; and , perhaps, has made Edinburgh people comn more bitterly; they see that this man is tributing scarcely anything to the poor rates other local funds, while he is very wealthy, this has made them very bitter against a tem which does not touch property of the cription which he possesses.

.68. Mr. *Crum Ewing.*] But supposing that that man has his money in the funds in London, and has shares in companies payable in other towns, how would you get at them to make them liable for the poor in Edinburgh?—It is extremely difficult. I heard it said, on Friday, that we should have an assessment on income. There was the option given for that originally. When the Poor Law was first enacted, there were four modes of assessment, two of which implied an assessment on income. These two were abandoned voluntarily as the Commission predicted that they would be, and they were compulsorily abolished by the Valuation Act. I am not of the opinion of the witness who thought that we can go back to the assessment on means and substance. It would require, however, greater wisdom than I have to suggest a remedy for the various difficulties. Now, there is another question to be mentioned here. By the 24 & 25 Vict. c. 37 (the Valuation Act) valuators are appointed to ascertain the value of all property which is assessed for local taxation, and there are very great complaints in the county of Mid-Lothian as to the incidence of that taxation. The valuator is appointed by the commissioners of supply. In such a county as Mid-Lothian, 19-20ths of the commissioners of supply are landed gentlemen; they are the court of appeal. If I am a manufacturer, and have a mill in the county of Mid-Lothian, and I am dissatisfied with the valuation, I must appeal to them. In nine cases out of ten they will confirm the valuator's valuation, and I have no right of appeal from their decision, unless I happen to have property in two parishes, in which case, by a strange anomaly, I may appeal. Then the system of valuing the residences of the nobility and gentry is perfectly different from the system of valuing manufacturing premises. I have a table here (*producing it*) which will scarcely produce the same effect upon this Committee as it did upon those who were familiar with the places mentioned in it when I exhibited it at the lecture which I gave in Edinburgh. Still it will give some idea, I think, of the inequality which prevails. Now in that table you will see, that Dalkeith Palace and gardens, the residence of his Grace the Duke of Buccleuch, is valued at an annual rent of 230*l.*, while Dalkeith Gas Works, a very small manufactory, is valued at an annual rent of 675*l.* New Battle Abbey, porters' lodges, garden, and gardener's house, the residence of the Marquis of Lothian, are valued at an annual rent of 200*l.*; while of Craig's paper mills, New Battle bridge, the annual value is supposed to be 465*l.* Penicuick House, the residence of Sir William Clark, is valued at an annual rent of 150*l.*; while Valleyfield paper mill, one of the three mills there belonging to the Messrs. Cowan, is valued at the annual rent of 1,327*l.* Oxenford Castle, the seat of the Earl of Stair, that magnificent residence, is valued at 150*l.*; while the Cousland Lime Works, a small works that you would scarcely notice in passing, is valued at 245*l.* Melville Castle, Lord Melville's seat, is valued at 150*l.* a year; while Elginhaugh mill and lands, a small mill at his gate, is valued at 110*l.* And so on through the other examples.

5169. *Chairman.*] Does not that arise rather from the fault of the assessor in adopting what may be in your opinion a wrongful principle of assessing these properties, and not from the Valuation Act?—Exactly; but what I want to impress

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

impress upon this Committee is, that the assessor is elected by these gentlemen, and is responsible to these gentlemen, and that the election is annual.

5170. That would be remedied, for instance, by making it compulsory that the Government assessor of taxes should be also the assessor for the valuation, giving an appeal to the sheriff?—I do not think that it is a proper thing that the assessor should be appointed by those whose property he has to value; he would be better than human nature generally is, if it did not, almost imperceptibly to himself, influence his judgment. I will mention a fact: there is a house in the county of Edinburgh to which an addition was lately made, which I am sure I am perfectly correct in saying cost nearer 15,000*l.* than 10,000*l.* The assessor immediately wished to increase the valued rental of that house, which was then rated at an annual rent of 125*l.* That was resisted by the proprietor, who is since deceased. The assessor pressed the increase with a firmness which did him great credit, and at last he got an additional 20*l.* of rent added to this house, to represent the sum of between 10,000*l.* and 15,000*l.* which had been laid out in its enlargement.

5171. Mr. *Miller.*] That was before the commissioners of supply?—Yes.

5172. Mr. *Hamilton.*] Was that spent on its being enlarged, or being beautified?—It was a large addition built to it.

5173. Sir *Graham Montgomery.*] Is not the assessor bound under the Lands Valuation Act to value the tenements at that for which they will let from one year to another?—I believe he is; but in these cases the great difficulty is to ascertain what they would let for, so few of them ever being let.

5174. Mr. *Miller.*] Do you think that it would be remedied if it were in the hands of the Government valuator?—Yes; and that the assumed rent should bear some proportion to the original or actual cost of the house.

5175. Sir *Graham Montgomery.*] Can you tell me whether the Government assessor for the income tax values these things at a much higher rate than they are valued at in the valuation roll?—I cannot answer that.

5176. Because of course the Government officer there is not bound down by statute as to how he is to value these residences; he might, I presume, value them at the higher rate?—The fact is, that the valuator of a county has more power of taxation than the Chancellor of the Exchequer has.

5177. *Chairman.*] You are aware that where the Government collector of taxes is not also the valuator, he is not bound to take the valuation roll, and may assess much higher if he likes?—I know that a house which I have was valued differently by two different valuators, one for the Government and the other for the district valuation.

5178. Sir *Graham Montgomery.*] Do you think that it would be a fair principle, in order to ascertain the rateable value of property, for the assessor to value mansions and those buildings at what it would cost to put them up, and that mills should be valued on the same principle?—When I buy a house I calculate at how many years' purchase I will buy it at; and I think that the rental ought to bear some relation to the purchase money. I do not think, for instance, that a house which, notoriously within the last few years, cost 13,000*l.*, should be valued at only 150*l.* rent.

5179. *Chairman.*] Are you not aware that in the purchase of estates, the house makes very little difference as to the value of the estate; it is thrown in?—Yes; but in assessing a man's position and wealth and income, I can pretty well judge by his house; and if a man can afford to live in a palace like that he should pay accordingly. Then there is another thing which is unfair, namely, that porters' lodges, gamekeepers' residences, and so on, are thrown in; whereas in a factory, every cottage used for any one that works in that factory is separately valued, and separately assessed.

5180. Mr. *Hamilton.*] Are you quite sure that cottages are separately valued in that way?—I believe so.

5181. *Chairman.*] Are you quite sure that gardeners' dwellings and lodges are treated in the way you have described?—I take them from the valuation roll; I understand that that is the general principle, that the gardeners' dwellings and lodges are just lumped in Mid-Lothian.

5182. Sir *Graham Montgomery.*] Do you think that if the appeal were to the Court of Session instead of to the commissioners of supply the value of these buildings would be raised?—I think so; I think that the principle is bad, that the appeal should be to parties interested in keeping the valuation of a certain description of property down.

5183. Mr. *Cameron.*] Practically, this higher valuation of manufacturing premises is an indirect means of reaching those rich manufacturers and traders who you just now complained were not reached by the local assessments?—I have no objection to reach them, but if I stretch out my right hand on them, I would stretch out my left hand on the others.

5184. Mr. *Miller.*] You have mentioned the fact of the Duke of Buccleuch having been assessed for his palace at 230*l.* a year; along with that he is assessed upon every acre of land that he has, is he not?—Yes.

5185. They assess the Dalkeith Gas Works at the 600*l.*, but they leave out entirely the profits that the gas company are making. The Duke of Buccleuch is assessed upon his house, but they assess him also upon the whole of his property. There is this difference between the two, therefore, that the duke has to pay upon everything; the gas company have simply to pay on the rent of their works, and not a word is said about the profits. In the same way with Mr. Cowan and Sir William Clark; Mr. Cowan is assessed upon his works, but not at all upon his profits; Sir William Clark is assessed upon his house, but then along with his house he is assessed upon every farthing that he gets off his land?—Yes; on the other hand you have just spoken of the impossibility of reaching incomes in that way. That seems to me, if that be the reason of it, an attempt to reach income, whereas it is, as I understand, the Valuation Act, the value of the property that is to be taken; it is not its productive value, but its actual value.

5186. Mr. *Hamilton.*] Do you know the principle upon which buildings are assessed?—A little; manufacturers are assessed at one price; I think it is 3*s.* a square foot.

5187. Is it not the case that every building must be put in the valuation roll at the rent at which

ch it will let from year to year?—Yes, that supposed to let at. But I believe the prin- e on which the valuation proceeds is this, he reckons so much per square foot for a tleman's residence, and so much per square for a manufactory.

188. What you complain of is, that that prin- e which I stated is not acted up to?—Just so.

189. Mr. *Miller.*] The basis of the assess- t is according to the Act, I suppose, what property would let at from one year to ther?—You must bear in mind that these tlemen's houses seldom come into the market t, and I believe that there is one house in -Lothian which was not let; it was advertised then withdrawn, simply because they thought if it was let it would raise the taxation, they thought it safer to leave it unlet.

190. *Chairman.*] It comes to this, that each s by itself has an injustice to complain of, but n you set the one injustice of the one class nst the other injustice of the other class, do get a rough kind of justice over the whole munity?—All that I spoke to, you know, that it was very much complained of. I k that it would remove a great deal of the ction if the appeal court were differently tituted. The landed proprietors would not the manufacturers to tax them, and the ufacturers do not like the landed proprietors x them, as happens in most of these cases.

191. Mr. *Miller.*] You are aware, are you that all these manufacturers are Commis- ers of Supply?—But what a minority they n.

192. But every man with 100 *l.* of land rent, 200 *l.* of house rent, is a Commissioner of ply?—There may be counties where the ufacturing interest may preponderate, but in t of the counties, I should think in all the ties, in Scotland, the landed interest must onderate.

193. Mr. *Hamilton.*] You would be quite fied if the Government assessor were em- ed?—And a different court of appeal con- ted. The other point on which the taxation omplained of is, the division according to shes. That is a point that I have paid more ntion to.

194. *Chairman.*] You are alluding now to area of chargeability?—Yes; the first and dest view of the defect of the present system his (I will take Edinburgh, because I am e familiar with Edinburgh than any other n): Every man who knows Edinburgh knows the poor are very much congregated into part of Edinburgh. You do not pass, as do in London and some other towns, from autiful square into the back slums. The slums in Edinburgh are all in one part he town, and the better classes occupy a rent portion altogether. Now it so happens in Edinburgh we have three parishes; the sh where the poor most congregate, the ongate parish, has scarcely a house of any- in affluence in it. It was formerly the seat he Court, and formerly the houses of the no- ty were there. That is completely changed , and the consequence is that the Canongate sh is barely able to support its poor. The kmen in the Canongate parish come out from very morning across the bridge, and work in houses of the gentry on the other side of the n, and go back to sleep in the Canongate.

The consequence is, that those for whom they are working are not made to contribute one penny towards the support of the pauperism which is thus engendered. That is the first objection to the present system, that in one town we should have many different parishes; from the tendency of which the poor have to agglomerate together, the taxation is far too heavy in one district, and not heavy enough in another. And the second illustration of it is the tendency which it has to cause the poor to be sent or to go from country districts into the towns; it is not the interest of a landed proprietor, of course, in the neighbourhood of a town to encourage the poor to remain upon his estate. If they leave the country and go into the town, they can walk out to their work; and the tenants complain that they come to their work often in an exhausted condition, and unable to give the same labour, which they could do had they cottages on the property.

Dr. *A. Wood,* M.D., J.P., F.R.S.E.

15 June 1869.

5195. Do you mean to complain of the fact that the proprietors in country parishes get rid of that class of inhabitants by pulling down houses?—I am not prepared to say that they pull down houses for that purpose, because they have denied it; but though it was denied at the county meeting in Edinburgh, it was universally believed to be the case. Houses are pulled down, no doubt, but with what motive I will not pretend to say. I do not want to specify instances, but I will give you a fact. If you take the last census of Scotland, you will find that while the whole population of Scotland has increased very much, the population of the rural districts has diminished very much, and that that diminution is not only in the Highland districts, where the clearances have taken place to make deer forests, but in the rich agricultural districts. That shows that the population of the towns has increased, and that the population of the country has diminished.

5196. Do you mean by that to imply that the number of births has diminished in the country parishes, and that the number of births has increased in the town parishes?—I mean that there is now a different distribution of the inhabitants of Scotland; that there is now a larger population in the towns, and a smaller population in the country districts.

5197. That may arise from more than one cause; it may arise from locomotion, from people going from the country to the towns; but it may also arise from the fact that the population increases more rapidly in large centres than in scattered ones?—But you check that by comparing the Census of 1851 with that of 1861. The one cause would operate in the same way in 1851 as in 1861; whereas you find that in that decennial period the population in the country has very much diminished.

5198. Sir *Graham Montgomery.*] Might it not be accounted for in this way; you often see that a certain trade or manufacture which has been carried on in a country district ceases in consequence of certain circumstances?—Yes, that is possible; coal mines, for instance, may cease to work, and the population may leave (I know that that is the case in some places round Edinburgh), and consequently the villages where the miners lived have been pulled down. This, however, would only apply locally, not generally, over the whole rural districts.

5199. Therefore it would not be fair to say that that which you are alluding to now arose

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

entirely from the action of the landed proprietors in pulling down cottages or not building sufficient for their tenantry?—Excuse me, I did not say so; I said it had been alleged. I simply stated the fact that there had been a diminution of the population in the country. I may perhaps refer the Committee to the "Report on the Condition of the Poorer Classes in Edinburgh," where that question is minutely investigated, first, by showing the proportion of persons in receipt of relief from the various charitable societies in Edinburgh who have come in from the country districts; and secondly, by showing evidence as to the diminution of the rural population in the country districts. You will find at page 29 of the report some tables intended to illustrate that. It is a curious fact that so far back as the end of last century, when Lord Kames published a book entitled, "Sketches of the History of Man," although of course he could not appeal to Scotland, because at that time we had no poor law, he speaks of that as a thing that was going on in England, about which there could be no doubt whatever. At page 14 of my lecture you will find this quotation from Lord Kames: "As the number of poor in England, as well as the expense of maintenance, are increasing daily, proprietors of land, in order to be relieved of a burden so grievous, drive the poor out of the parish, and prevent all persons from settling in it who are likely to become a burden; cottages are demolished, and marriages obstructed. Influenced by the present evil, they look not forward to depopulation, nor to the downfall of husbandry and manufactures by scarcity of hands."

5200. Mr. *Miller.*] What period would that refer to?—His book was published in 1774. Then there is another very curious fact connected with this question. One of the protections against the poor law of Elizabeth in England was an Act of Parliament which was passed in the 31st year of Elizabeth's reign, which provided that a penalty of 10 *l.* was to be inflicted on the erection of any cottage, and 40 *s.* for every month of the occupation of any cottage which was erected without four acres of land being assigned to it. Now that Act has become obsolete, but still it shows that to prevent the necessarily agrarian character of the poor laws, that measure was passed as a protection, and it also shows that the landed proprietors were supposed by Lord Kames to have done a very similar thing in order to prevent the agrarian character of the poor laws. I do not blame the landlords for it; I think they were to a certain extent entitled to protect their property, but they have resented the allegation that they do so as a libel upon them, and therefore it becomes painful to mention instances. But if you turn to the report on the state of the poor in Edinburgh, you will find that at page 29 of that report, I give first the evidence of Dr. Alison, who tells us "that the directors of public charities in large towns allege that many of the most distressing cases that come before them are from the country or the smaller towns, that one third of the persons relieved in the house of refuge are *bonâ fide* objects of parochial relief in other parts of the country. In Glasgow one third of the Scotchmen with families who applied for parochial relief in 1837 were from the country." Some parishes complained that other parishes half starved their poor in order to prevent their increase and save expense. Then I quote generally from a very interesting book by one of our most intelligent farmers in East Lothian, Mr. Scot Skirving, who gives evidence to show that the farmers now-a-days find it difficult to get labourers living within a reasonable distance of their work; they are driven out of the country into the towns, and therefore they find that difficulty; I refer you to his evidence, and if you wish further evidence on that point perhaps the better plan would be to summon Mr. Scot Skirving as a witness; he has studied the subject thoroughly.

5201. He refers to East Lothian, I suppose?—Yes; he says, "It seems unfortunately to have got into the heads of most of the owners of the soil, that all the old houses should be pulled down, and it does not seem to have occurred to them that an equal number of new ones should have arisen in their stead. The work of demolition, which was at first confined to houses that were not required, or which were absolutely in the way, has been continued, and houses which were required, and which were not in the way, have been pulled down;" and then he goes on, "increase of appetite has grown with what it fed upon; and after such proprietors have levelled every old house they could lay their hands on within their own possessions, they have actually purchased houses, petty hamlets, and portions of villages, situated in their neighbourhood, and immediately on getting possession have warned out the occupants and pulled down the dwellings."

5202. Sir *Graham Montgomery.*] What was the date of that?—It was published in 1862.

5203. Mr. *Miller.*] Do you happen to know whether the county of Haddington has really fallen off in point of population?—The landward part of it has.

5204. There is scarcely a town of any size in Haddington now; has the county fallen off in that point of view?—I could not answer that question; but I will give you this also from Mr. Scot Skirving. "This may be ascertained by a study of the census of 1861; 'Of 921 districts or parishes, 481 (more than one-half of the whole) show a decline of population, whilst only 440 show an increase, large or small. As in this number of 440 is included every considerable urban district, with the exception of Inverness, it follows that the country, as distinguished from the town, must have become less populous to a very considerable extent. In no fewer than 14 Scottish counties there are fewer inhabitants than there were 10 years ago. In 15 counties the male population has diminished between 1851 and 1861. In five of these the females have increased, but the result is: decrease of males 4·9 per cent.; decrease of females, 2·6 per cent. Where an increase is found at all, it is chiefly due to the females; as in four agricultural counties, where the population has increased between 1851 and 1861, the increase is at the rate of 3·8 per cent. of males, and 7·3 per cent. of females. Looking at it from an agricultural point of view, Mr. Skirving points out how the 'boasted peasantry' of Scotland has decreased, so that 'the soil is now to no inconsiderable extent cultivated by the poorest, the most destitute, and too often, I fear, the most degraded class of Irish immigrants.'"

5205. Sir *Graham Montgomery.*] But was it not very much the practice in Scotland, some

) years back, for the agricultural labourer to
pine hand-loom weaving, to a certain extent,
their occupation?—In some districts.
06. And that hand-loom weaving having
given up to a great extent, in consequence
he introduction of machinery, that may
int largely for the immigration into the
s of the agricultural population?—That is
ble in regard to certain districts.
07. Mr. *Fordyce.*] Are you aware that in
agricultural counties in Scotland it has
me very difficult, in consequence of the
diminution of cottages, for the farmers to
n a proper supply of labour?—I have been
so. There is this I may tell you, that no
can station himself on any of the roads
ng into Edinburgh from the agricultural
icts, at six in the morning, or at six in the
ing, without seeing whole bands of people
ng the town and going out to work in fields
me distance, or coming back to it. But, as
d before, that is a point that I think you
d get other evidence upon; I am only
ng the general effect.
08. Do you agree with the opinion expressed
by Mr. Smythe, that the great majority of
ers in towns have been long resident there,
lo not come in from the country?—On the
ary; that is just one of the points on which
nk Mr. Smythe's evidence erroneous; you
find that in the tables given in this report on
oor of Edinburgh, which can be relied upon,
very opposite comes out most distinctly; at
32 of the report you will find a table num-
l 12, called "Return of Patients in Royal
mary of Edinburgh, on the 8th of January
." Of these there were born in Edinburgh,
ales, 35 females, total, 93. There were born
here, but who had passed the prime of life
linburgh, and therefore were entitled to be
l inhabitants of it, 29 males, 25 females;
54. "Born elsewhere, and who have not
d the prime of life in Edinburgh, 156 males,
emales; total, 259." That, I think, is very
factory evidence as regards the infirmary, in
ing that the larger proportion there are from
ountry districts.
09. Mr. *Miller.*] Were all these resident in
burgh?—They are patients in the infirmary.
10. But there are country patients in the
nary?—Two hundred and fifty-nine of the
were persons who had, properly speaking,
aim on Edinburgh.
11. *Chairman.*] But the honourable Mem-
wants, as I understand, to know whether
were resident in Edinburgh at the time they
to the infirmary, or whether they come
the country direct?—I cannot tell you that,
I think that you will find the information
lemented by other tables; then comes
e 13: "Return showing the Number of
seless Poor, and the respective Localities
hich they were Born, Sheltered, and
ved in the Night Refuge, Queensberry
se, during the years ending 30th Sep-
er 1866, and 30th September 1867." You
find that in 1867 of these 8,849 were from
burgh, out of a total number of 12,338.
you will find at the bottom of the same
page 33, it is stated, "From this table (14),
pears that in 1860 the ratepayers of the city
h were taxed for the support of 2,035 per-
and 325 illegitimate children born within
ounds; and for 1,189 persons, and 10 illegi-
42.

timate children born in other parishes in Scotland, for 1,288 paupers born in Ireland, and for 51 born abroad." Then if you take the returns from the night asylum for the houseless poor, which are given in Table 15, page 35, the returns from the night asylum for the houseless confirm the experience of all the other charitable institutions in this respect, as it appears by Table 15, that of a total of 313,015 received in 26 years, 73,466 were from Edinburgh, 267,307 from other parts of Scotland, 28,216 from England, and 43,735 from Ireland."

5212. Mr. *Miller.*] Are we to understand that you would approve of all Edinburgh being classed as one parish?—Yes. I should not, however, like to see one general rate over all Scotland, because I think it would tend to extravagance. At present, when there are local rates, it is the interest of the ratepayers, to some extent, to keep every one off the roll that should not be on it, but if all Scotland were clubbed together, many would forget their individual interests. But I think it most unfair that a city should be divided into different parishes for the relief of the poor. I also think that there are hardships inflicted by the present system in rural districts. I think we require, in Scotland, some change such as the Union Chargeability Act has brought about in England, a grouping together of certain parishes for the maintenance of the poor, just as they have been grouped together for the maintenance of workhouses.

5213. Have you had your mind at all turned towards the system of proxies?—Yes; I have had my attention very much turned to the system of proxies, and painfully turned to it.

5214. What is your opinion on that question?—You heard from Mr. Lewis, on Friday, that two very large and expensive poorhouses had been erected within the last two or three years in Edinburgh. A number of the ratepayers resolved to prevent this, if possible. The city parish, and the Canongate parish, were very anxious that the three parishes into which Edinburgh is unfortunately divided should be amalgamated *quâ* the workhouses. But St. Cuthbert's parish, led by the chairman of the parochial board, Sir James Gardiner Baird, vehemently opposed this. Meetings were held, discussions took place, and I do not at this moment wish to state positively that the non-amalgamation was carried by proxies; but this I remember quite well (for I took a leading part in the discussion, as a St. Cuthbert's ratepayer, and argued the case), that I was told from the chair, by Sir James, that he had in his pocket a sufficient number of proxies to overwhelm the whole meeting then present, and I know also, that many persons who would have come and supported that movement declined to do so, because they said it was no use as long as the chairman had a cart load of proxies at his back; that was the expression one of them used to me.

5215. Sir *Graham Montgomery.*] Was it one poorhouse for the three parishes that was the proposition?—That was the proposition, not to amalgamate the parishes, but to have one poorhouse for the three parishes.

5216. The Canongate and the city have one poorhouse now, have they not?—No, the city has one, and the Canongate has another, but I believe that arrangements are being made, by which the Canongate poor are to be accommodated

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

in the city workhouse, now erecting, when it is opened. Then I may mention that a question arose just this month last year about the salary of the inspector of St. Cuthbert's parish. The inspector of St. Cuthbert's parish a few years ago was a clerk in the office at a salary of 60 *l.* per annum, and he was promoted to be inspector upon the retirement of the late inspector, at a salary of 160 *l.* The committee went on increasing the salary till it reached 400 *l*; "not satisfied, however, (even when it reached that amount) a meeting of the acting committee was called for the 15th of May (the term day) when only those who had scarcely any property to look after, and who had thus very little interest in the parish, could attend, for the purpose of adding 75 *l.* to the salary as inspector, and 25 *l.* as inspector of nuisances, making the salary 500 *l.* per annum. One of the members of the acting committee wrote, pointing out how few could attend that day, and asking the subject to be delayed, but although only 15 out of 32 members were present, the matter was recklessly pressed on and carried. The heritors objected at the meeting in June last, and appointed a committee to inquire into the inspector's duties, and what would be a proper remuneration for them. The committee recommended that the salary should be continued at 400 *l.*, with 25 *l.* added as inspector of nuisances. Some of those members of the acting committee who originally proposed to raise the salary, although they had agreed to the appointment of the committee, when they found that its report did not coincide with their views, collected mandates to upset it. Many heritors gave mandates because they were told that an attempt was to be made to amalgamate the parishes" (one of the heritors put an advertisement in the newspapers, stating that there was an attempt to amalgamate the parishes); "no such movement was contemplated. It was carefully concealed that the mandates were to be used to support the addition to the inspector' salary. The mandates were used for that and for no other purpose at the June meeting" (that was last June). "The committee's report was thus upset, and the salary of the inspector is now 500 *l.* per annum." Now there is another evil connected with the mandates in the hands of Sir James Gardiner Baird in that parish. They have been got at various times, and for various purposes. The old poorhouse of St. Cuthbert's was taken by the Caledonian Railway Company to form part of their station, and a question arose between the Board and the Railway as to the amount of compensation to be paid by the latter. The acting committee resolved to oppose the Bill, so as to get higher compensation; and they instructed counsel in London to appear before the Committee and oppose the Bill, and they sent out mandates for the purpose of giving them authority to do this. Now these mandates which were given for that purpose have been used by Sir James Gardiner Baird to upset the decisions of meetings of heritors for other purposes quite different from that for which the mandates were got; and the Act of Parliament prescribing only one form of mandates which lasts until it is re-called, enables this to be done perfectly legally. I am not objecting to it on the score of its being illegal; I object to it on the score of its being most unfair that a gentleman or lady should be asked to grant a mandate for a particular purpose, and that that mandate should be kept in the pock of the Chairman, and used for every purp that suits him; and the practical effect of th now is, that the Chairman, Sir James Gardin Baird is the Board, and the heritors kn that while these are in force it is useless t them to go and argue in favour of economy.

5217. *Chairman.*] That might be remedied b placing the constitution of the Board in ru parishes on the same footing as in urban parish might it not?—Partially it would, but not alt gether, because your managers existing for year, it would be very easy for them to get ma dates and use them for all purposes till they we themselves out of office.

5218. But is it not the case that in suburb parishes the board are so numerous that it is ab solutely necessary for people to use mandates, that their votes may be taken; whereas in urb parishes managers are few, numbering 25 or 3 and mandates are not general?—There are son 3,000 or 4,000 heritors in St. Cuthbert's paris I think that mandates are sometimes essenti For instance, a large proprietor may be abroa and may wish to give his steward or factor a ma date to act for him during his absence, and it right that he should do so.

5219. By putting the St. Cuthbert's parish o the same footing as urban parishes are, whic have few managers, you would remedy that ev to a great extent?—Or by classifying the ma dates, having special and general mandates; bu I am satisfied, from conversation with man people who gave mandates for one of these pu poses, that they had no idea that they wer placing a power in the chairman's hands to mak them vote on every question as he liked.

5220. Mr. *Miller.*] Would it meet your vie to have mandates, to be used under similar co ditions to those used in the case of railway com panies, that is to say, to apply to one particula meeting, or any adjournment of it?—That woul check the evil, but it would scarcely be fair t the proprietors. Supposing that I were goin abroad for some years, I might wish to give mandate to some one to use in my absence.

5221. It might be done by a stamped commi sion, authorising the factor or agent to act f the proprietor, might it not?—Yes.

5222. Sir *Graham Montgomery.*] As I under stand you, nothing illegal has been done as t this system of mandates by Sir James Baird?— I am not a lawyer, but I do not think that ther has been anything illegal. I think the form mandate given in the Act is very general. think it is morally wrong, but I do not think th it is legally wrong. I think it is morally wrong any man to ask me for a mandate for one pur pose, and use it for another, without telling m that he means to do so.

5223. Since this took place have any of the mandates been withdrawn?—Some of ther have.

5224. To a great extent?—I do not know ho far; there was a movement making when I le Edinburgh to get them withdrawn; but I do n know how far it has been successful. There is statement in a pamphlet I hold in my hand o the subject, but I do not want to put it in because just before I left Edinburgh, I had letter from Sir James Gardiner Baird, asking m for a conference (though I do not know why h should write to me, for I did not draw up th pamphlet

hlet), in regard to certain statements of the hlet which he says are inaccurate.

5. Mr. *Miller.*] You wish to say something the Board of Supervision, as to its working, so on; does the working of that board your mind?—I think that the board has d uncommonly well, and I think that Scot- has been extremely fortunate in the two nen, that is the present chairman and the hairman, a fact which has conduced very to the efficient working of the board; do not think that the board has sufficient ; I think that its powers should be enlarged, nen, as a necessary rider to the enlargement powers, I think that it should be differently tuted. In the first place, I think there l be no honorary members; I think they l be all working members of the board, and k that they should be more representative; k also that their proceedings, like those of courts, should be conducted in public, and private, especially when they sit as a court. since the Board of Supervision was first ited, there have been several Acts passed ing Scotland; there is the Public Health here is the Vaccination Act, the Nuisance val Act, and several other Acts, all of which reference to questions of health; and all have been put under the control of the l of Supervision. I think it is extremely ble, for the efficient carrying out of these ions of public health, that there should be a al representative on the Board of Supervi- I do not think it is possible that what we call laymen in that sense, can efficiently out the duty of superintending the working se Acts. I may add that the evil has been ly felt hitherto, because Sir John McNeill, ery admirable late chairman of the board, ducated as a physician himself, and under- medical questions. There is another im- nt reason for this; there is now a large body dical men throughout the country acting as ons for the poor in different districts, and have often great reason to complain of the ny and hardship to which they are exposed ie parochial boards, and they would feel more confidence in appealing to the Board upervision, if they had there some one who ughly understood their wants, and feelings, osition; therefore I think that the Board l be very much strengthened by the addi- of one or more medical members, and in boration of that I would refer to a memo- which has been addressed by the College of icians in Edinburgh to the Home Secretary, at subject; and I may add that I believe a r one was addressed by the College of Sur- , those being the two great bodies taking e of medical questions in Scotland.

26. *Chairman.*] Would you be inclined to nt the medical officers under the Board of rvision?—No, but I would do with them as the inspectors. I would not allow them to smissed by local boards without the autho- f the Board of Supervision. I would give much greater independence. It would put al medical men in Scotland in an invidious on with their local boards if I were to tell the tyranny and interference that occurs, much from ignorance; I do not believe it is tional, but the local boards are so ill- ned often as to the duties of a medical man, he should be made more independent.

2.

5227. Would you require the appointment of medical officers in the parishes to be permanent?—Unless the Board of Supervision sanctioned their dismissal. Then there is another very important matter. I think that the Board should have more power in putting in force the sanitary Acts. There is such an enormous amount of ignorance in regard to sanitary matters prevailing through Scotland, that you cannot expect that sanitary operations would be properly carried out without some *vis a tergo*, if I may use the expression; you must have some power to carry that out. I may mention just one instance to the Committee. I was summoned very hurriedly one Sunday night to a town some distance from Edinburgh, to see the medical man who was dying of cholera, when it was last here. I arrived late on Sunday night at the place. He was dead. I was surrounded by the inhabitants who were panic struck. I never saw such consternation, and the mortality was very great. And it all turned out to be from this, that the drainage of all the houses was conducted into a gravelbed, and that the water they drank was pumped out of the same bed, so that they were actually drinking their own refuse. Another case occurring at this moment, is a case where the water supply of a village is very defective. Now it so happens that I have had all the waters in that village analysed, and that I know that everyone of them is unfit for domestic purposes; and (as they think to save expenses) the local authorities have ordered all the inhabitants, by virtue of their powers under the sanitary Acts, to sink wells. I know what the effect will be; they will get water that will bring cholera the first time that cholera is in the country. They have been advised to bring water from some distance, but they object to the expense. Now here is a case where the Board of Supervision should interpose, not by compulsion, but by persuasion.

Dr. *A. Wood*, M.D., J.P., F.R.S.E. 15 June 1869.

5228. Mr. *Miller.*] Would you think persuasion sufficient?—I would give them the power of compulsion, if it were not.

5229. Sir *Graham Montgomery.*] Did you ever read Dr. Stevenson McAdam's reports upon the wells of those villages which were visited by cholera?—Yes; I may mention as to this village that I allude to, that I predicted where the cholera would prove worst, owing to my knowledge of the springs of the district; and it just came out as I said. They were all charged with what we call nitrates, which show that there is a large quantity of organic matter in them, which is found to be one of the most fruitful sources of disease.

5230. There were few of the wells, if I remember right, that were free from impurities?—Very few.

5231. Mr. *Miller.*] You think that the Board of Supervision ought to have stronger power?—Stronger powers for enforcing sanitary measures.

5232. *Chairman.*] Would you make the medical officer sanitary inspector also?—No; I think that he should sit at the Board with the power of consultation; I do not think that he should be the servant of the board; you must have sanitary inspection, too; but I think if you want to put the medical profession on a better footing, the medical members of the board should be equal in all respects with the others.

5233. I am speaking now of the local board?—I hope

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

—I hope to see the day when medical men are educated specially for these inquiries; it is not everyone who is now. When he is qualified I see no reason why the two offices should not be conjoined.

5234. It is the practice in many districts, to make the inspector of poor, also inspector of nuisances?—Yes.

5235. Do you think that a thing that ought to be avoided?—I do not see any harm in it, if he is sufficiently educated for the office; but really many inspectors of nuisances know ludicrously little of the duties which they are appointed to discharge.

5236. It would be rather expensive to send a competent sanitary inspector to every parish, would it not?—If you had a Board of Supervision, with suitable inspectors under it, I think it would be better for them to assist the parish occasionally, leaving the details to the local inspector.

5237. You would have had a sanitary inspector travelling through the country?—Yes; the Board of Supervision have at this moment the power to send a sanitary inspector when they please; and I do not think that they could do better than have one or more going through the country examining places, because prevention is better than cure; and I believe that the mortality in the case that I alluded to would have been prevented by such means.

5238. Mr. *Cameron.*] Is that the only way in which you would strengthen the hands of the Board of Supervision with reference to the sanitary improvements?—I would give them more power and enlarge their capacity. I said before that while Sir John M'Neill was chairman you did not so much require medical men on the board, because he understood medicine. But I think it is quite anomalous to have a board supervising the health of a country without a person acquainted with medical science being on it.

5239. Mr. *Miller.*] Do you find in your experience that drunkenness has a great effect in producing pauperism?—An immense effect.

5240. Have you anything to suggest to diminish the evil arising from that cause, any punishment or otherwise?—In this report on the state of the poor in Edinburgh, we have given tables to show the immense effect that drunkenness has. But I think that there is no one who has studied the subject but must come to the conclusion that drunkenness is more often an effect than a cause, that it often proceeds from other things; that if you shut up 12 or 14 human beings in a little den, in which they do not get pure air to breathe, and keep them in that condition, drunkenness becomes almost a necessity. The fact is, that physiologically alcohol supplies to the body certain materials which the absence of certain sufficient air and food renders necessary, so that it becomes almost a necessity to drink under those circumstances. And therefore the first remedy that I have to suggest for drunkenness is to have the poor lodged in suitable dwellings, and to shut up all improper dwellings.

5241. *Chairman.*] I suppose that you can give us, from your own medical experience, the fact that persons even who have been overworked require an extra stimulant?—Yes.

5242. Sir *Graham Montgomery.*] Would you be inclined to give the police the same power in visiting and inspecting private houses at a certain rental that they have over lodging-houses?—Yes; in Edinburgh they have very considerable power already, not only by our local Police Acts, but by an Order in Council, I think, which enables them to do it. But the difficulty is to get them to move to do it efficiently, and that is where I think the Board of Supervision should come in. We have in Edinburgh a fearful state of matters as regards house accommodation, which is only partially disclosed in this report; some of the details were too horrible for publication. I think if you would just allow me to turn your attention to some of them, you will find what is I mean. We have tables of the most reliable kind, in reference to the state of matters. "The Committee, in describing the state of the districts have been necessitated to speak of overcrowding already; it prevails over a large part of the old town in two ways. First, overcrowding of districts: a very much larger number of dwellings are erected within each acre than it is capable of containing, with due regard to the health of the inhabitants. Second, overcrowding in dwellings, the small rooms, the average size of which has been shown, in the districts examined, to be 14 feet by 11 feet, each of these dens being occupied on an average by seven individuals. It has been calculated that 500 cubic feet of air is the very least allowance that should be given to each person, and that would require perpetual renewal. How is this to be provided in houses of so small a size, overcrowded, one-fourth of which are incapable of any ventilation, and the remaining three-fourths can have it but imperfectly? The overcrowding in houses, especially when inhabited by the poor, is recognised by all competent authorities to be one main cause of excessive mortality; it tends to break down the healthiest constitution, and renders it liable to take on diseased action from comparatively slight causes. What the effect must be where diseases, and especially those which are infectious, exist, imagination can scarcely picture; the healthy, the diseased, the dying, and the dead, crowded together in a single small room, present a condition of misery of constant occurrence, but which only those who have witnessed it can possibly realise. What must be the effect, on a comparatively healthy neighbourhood, of working men and women coming out of it from such dens, with their persons and clothes loaded with their infectious miasmata? But then the moral disease engendered is even more awful than the physical, will readily be supposed. How can morality and decency be preserved among a population so circumstanced? Every notion of propriety revolts at the bare idea of numbers of men, women, and children thus herding together. Is it any wonder that, with a population, living under such circumstances, illegitimacy should be so fruitful a source of poverty. Our Table shows the number chargeable on St. Cuthbert's parish, from illegitimacy. In one year in the city parish, 322 illegitimate children received relief (*see* Table 14). Dr. Southwood Smith says, "If you reduce men down to the level of the brutes, you will soon find manners appropriate to the degeneration." That is the mere commencement. You have four or five pages, tables showing the fearful state of matters in these houses.

5243. Mr. *Miller.*] Have the magistrates the power to correct that?—They have.

5244. Do they exercise it?—To a very small extent.

5245. Sir *Graham Montgomery.*] But they do exercise the powers that they have in respect

odging-houses?—The lodging-houses are vell supervised.

6. Mr. *Miller.*] Have they power to inter- ith such dens as you have described?— have.

7. And exercise that power to a very small ?—They exercise it to a very small ex- I would like to read this other passage: Census of 1861 brought out distinctly, that inburgh, despite its boasted piety and re- nt, there were actually 13,209 families in houses of but a single room; these es, comprehending 66,000 individuals, or erably more than one-third of our whole ation; of these single apartments, 1,530 were ed by from 6 to 15 persons. No fewer 121 of these houses had no windows, and, ears from a later police return, upwards of ere cellars, most of them damp and utterly It must not be supposed that these 13,000 s embrace the vicious and abject poor Among their number are to be found all our common labouring class, who are lled, by the impossibility of obtaining of a better construction, or in a more y locality, to dwell in 'dens,' where clean- is impossible, decency is necessarily con- outraged, and the laws of health are violated; nay, cannot by any possibility erved."

8. *Chairman.*] And what remedy would ggest for such a state of things?—I would at was done in Liverpool; I would shut up house that was unfit for a human being to .

9. And how would you provide for the hu- eings that you turned out?—I believe that il would be less, if they were not provided all, than it is at present. The evil would rt, and soon over if they were not provided all; but I believe that it would be far to put up sheds for them, and as each left their places, they should be shut up er; I believe that the tendency of the gravitating to towns, was very much fos- by these dens; many years ago, the Earl aftesbury, when he was Lord Ashley, said, f you were to put 12 empty barrels in the at night, you would find them occupied in orning by 12 families; and you are just g dens for the people to gravitate into the .

0. There are considerable improvements oing on in Edinburgh, in the way of build- better class of houses for the poor?—There ut they do not meet the case; they are far gh rented.

1. There is also, I understand, a large ity of workmen's houses being built all round urgh?—There is; the number of them is sing; but the class of people that should be with, are what I would call squatters, peo- at come in and take possession of these without any ostensible means of living, and that come in and bring vice; and the you shut those houses up, the better.

2. Mr. *M'Lagan.*] Do these people pay no —They do pay rent; we call the proprietary se houses "ruins lords."

3. *Chairman.*] What would you do with roprietor of these rents, or the ruins lords? ese proprietors buy property in a tumble- condition, and subdivide it in a most ex- linary way, and the people always pay one and sometimes two weeks in advance.

2.

5254. But you would have to pay compensation to them?—I do not think that the law of the country, or of the Bible, authorises a man to let as a human habitation, a place utterly unfit for a human habitation.

Dr. *A. Wood,* M.D., J.P., F.R.S.E.

15 June 1869.

5255. Mr. *Miller.*] I understand you that the law would reach such places now?—It would reach all cellar places, and all places pronounced by a competent authority, unfit for human habitation.

5256. Mr. *Cameron.*] Would you have the powers of the magistrates increased in any way for this purpose?—I think that they have ample power; I would have some stimulus applied to make them use their power.

5257. *Chairman.*] Do you mean that the magistrates have power to go in and turn these individuals into the streets?—I should qualify what I have said by this; I think the process is tedious and expensive; they must go before the sheriff; and in the case of one very notorious house that existed at the foot of the West Port, a street celebrated for the Burke and Hare murders, the magistrates took proceedings, but they found that they had to incur great expense before they could get the place condemned; now it is removed. I believe that that expense is one reason which prevents the magistrates from more systematically shutting these places.

5258. *Chairman.*] But whether they are fit for habitation or not, the ground is valuable in such a city as Edinburgh; how would you compensate the proprietors; out of what fund?—In the first place, I would venture to say that there is no compensation required as regards the shutting up of an unfit house. Then, as regards the land on which the house stands, there are provisions in this Order which I spoke of for acquiring this land, if the proprietor allows it to be unbuilt upon for a certain number of years. There is in that case some plan, something like the Irish Encumbered Estate Act, by which the town council can take possession of it, and sell it, and that secures that there shall be no waste land in the city.

5259. Sir *Graham Montgomery.*] Is it the fact that these evils often occur in the houses which were formerly the mansions of the gentry and the old nobility, and which have got turned into houses for these people, for whom they are not adapted?—Exactly; the houses were never originally intended for the poorer classes. This is illustrated in a paper that I read to the Architectural Society some time ago, which shows how these houses are managed:—"Again, many of these houses are of very old date; indeed, one in Dickson's Close, which I examined, is described by Wilson ('Memorials of Edinburgh'), as a neat and very substantial stone edifice, evidently the work of Robert Michie, and built about the period of the Reformation. Here was the residence of David Allan, 'our Scottish Hogarth,' as he was called, and who, in 1788, gave lessons on drawing in this very house, at the rate of one guinea per month, for three lessons a week, terms which show the wealthy character of his pupils. One small room in this house, not 12 feet wide, has a gradient nine and a-half inches from front to back, a great crack extends through the wall, the lintels of the doorways are all cracked, and the doors have been repeatedly stripped to make them fit. I produce a bit of one of the beams, which crumbles between your fingers like snuff, and this drawing will give you some idea of the appearance presented by the

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

back of the house." Then, what you refer to is illustrated here, "What do we find when we examine? Closes, varying from four and a-half feet to one foot in width, as they taper, in some instances, to meet at the top, seven and eight storeys high; their causewayed surfaces, reeking with every kind of filth, are the only entrances by which light and air can find their way to the dwellers in these awful dens. Add to this the fact that some of these houses, once the residence of our nobility, have large rooms of goodly pretensions. These, however, would not pay, so they are divided by wooden partitions into family apartments a few feet square. These inner cages have no direct communication even with that modicum of light and air which finds its way through the narrow close. The old window of the ancient room is still left, the glass, probably, all gone; but all the light admitted to the inner dens comes through that window, across a passage, and then through a square hole cut in the partition; so that I assert, without fear of contradiction, that when it was broad daylight outside, I could not see my hand held at arm's length before me in many of these houses, which were solely dependent on such borrowed light."

5260. Sir *David Wedderburn.*] I presume that there is no official whose special duty it is to investigate, and if necessary to take steps to put an end to such a state of things?—There are two officials in Edinburgh. There is the police surgeon and officer of health, a most efficient officer he is, Dr. Littlejohn. He makes representations. It is not his fault that they are not attended to. There is also another official called the inspector of streets and buildings. I believe that he is an active official; but that his attention is chiefly confined (and he thinks that that is his chief duty) to the state of the pavements and the chimneys, and the outsides of the houses generally; but I do not think that his inquiries embrace sufficiently the interiors of the houses.

5261. Is there any machinery for effecting such a result as is carried out, as I know, in the New England States; namely, that if any proprietor has on his premises what is considered so great a nuisance as to be dangerous to his neighbours, from sanitary reasons, the city authorities or the State authorities are able by the laws of the State to compel him to abolish that nuisance, first giving him notice to do it himself, and if he does not do it, having power themselves to remove it at his expense, and to rate him for the cost that they have incurred. Is there any possibility of doing that in Edinburgh?—Yes; there is a remedy at common law, by which any man may get a nuisance removed; but that is a very expensive and round-about proceeding; and the definition of "nuisance" is so exceedingly loose, that very few people care to undertake it. There are also some provisions in the provisional order, which I am not prepared to go into the details of, which simplify that a little; but still there is a want of some short and inexpensive process of putting down nuisances detrimental to health.

5262. I allude to a summary power of putting down nuisances, charging the proprietor with the expense of putting down a nuisance instead of compensating him; because the nuisance though it may be profitable to him, is injurious to other people?—There are certain nuisances as to which there is power to do that; but there is a large class of them as to which there is no such power, except by proceedings at common law.

5263. Mr. *M'Lagan.*] Is there not sufficient power under the Public Health Act?—Scarce

5264. Mr. *Cameron.*] I suppose that on a lar scale you would do no good, unless you passe law for compulsory sale, compelling these p prietors to sell their houses?—I think so. few months ago several gentlemen got the o of a close, and we wanted to buy it up a make it into fit buildings for the poor; bu soon as ever the proprietors found that a num of gentlemen were about it, the price rose c siderably; they always raise it then to son thing exorbitant.

5265. Practically it would be impossible remove a house as you would a dung-heap, any other nuisance, I suppose?—But where house is positively unfit for human habitation think it should not be left standing. If I ha pig-sty at the bottom of a close, and chose put up a ticket that I would let it for a fam to live in, I have no doubt that I should so have an Irish family applying for it. I a without fear of contradiction, I would rather li in a pig-sty than live in some of these houses Edinburgh. I would rather creep on all fo into a pig-sty than breathe in those places.

5266. *Chairman.*] You think, I suppose, th you would feel more of the air of Heaven in pig-sty?—Yes.

5267. Mr. *Miller.*] I understood you to s that there was a power to remove all such place but that the law was rather defective in gettin rapidly at them?—Yes.

5268. Sir *David Wedderburn.*] But, as I u derstand you, there is nobody whose special du it would be, and who is armed with special powe for the purpose. You can only do it by a c cuitous process, bringing the law into operation —I think so. There are provisions in the Publ Health Act which enable you to do somethin but I do not think that they meet the case houses utterly unfit for human habitation; but have not looked at the Act recently, and I may wrong in that.

5269. You spoke of pig-sties just now; I ha heard (I do not know whether it is authenti that they do actually keep pigs in those hous which you have been describing?—There was celebrated story on that point. When the chole was in Edinburgh in 1832, the inhabitants form themselves into sections for the purpose of visi ing the houses and putting down these nuisance and in one case in a room up seven stories hig when a gentleman went to visit he was knocke down by an enormous sow which rushed o from below the bed, and when he asked how got there, the answer of the Irishwoman w "Lord bless you Sir, it was never door I do not know whether that is authentic, b I may tell you another incident from my ow experience. When the cholera was in Edinburg afterwards, I happened to be one of the commi sioners of police, a body which is now abolishe but which then exercised very considerable pow ers, and I resolved to visit my whole distric which was by no means a bad district in Edi burgh (it comprised Stockbridge). I was to by the neighbours that there was a most horrib smell coming from one house there, and that th thought that the person kept animals. I wen accompanied by two police officers, and knock at the door. First there was no answer, I th demanded admission, and with the powers that had, insisted that the door should be broken op if admission was not granted. At last the do was opened; there was a large room and an inn roo

m. There were 60 or 70 rabbits and guinea
s careering over the outer room. The stench
s such as no language could describe, and a
n got out of a filthy bed in the inner room.
w he could sleep there, or how he could
id the horrible stench, it was impossible to
. I should mention that the filth of the
mals had been accumulating on the floor of
room for months. He came forward and
ved politely, and asked our business. He
l me, "I am a lawyer, and I know my rights,
l you cannot put these animals out." He told
that he had got the animals from Lord this,
l Sir John that; although, at first, that he
s not quite sure. The thing ended in my
ing him summoned at the bar of the police-
rt; he defended himself, and said that he had
ight; however, the sheriff thought otherwise,
l ordered the place to be cleaned out at the
n's expense.

5270. Mr. *Cameron.*] Did he sell the rabbits? I do not know what was done with them; but y were cleared out. I should mention, that en he was before the sheriff he asked for a le delay, in order that he might consult the ple donors as to what he should do with them.

5271. Mr. *M'Lagan.*] Is there no police regu-ion in Edinburgh defining the minimum num-r of cubic feet of air to each individual?—I not prepared to speak to that point; there is the Glasgow Police Bill; but I rather think was objected to when they tried to get the ne for Edinburgh. You will have witnesses, wever, who can tell you more minutely about t than I can. My impression is, that the visional order gives ample powers.

5272. Can you speak from your experience as whether that law has acted well in Glasgow? I believe it has.

5273. They are a superior class of houses in asgow, I suppose, to those in Edinburgh?—I ppose they are nearly the same; the wynds of asgow are nearly if not quite as bad as our ses in Edinburgh. There is one difficulty in e way of remedying the evil, namely, that the ctors of members of the town council are very en the proprietors of these houses, and that of urse may make an unwillingness on the part of rtain councillors to proceed against them. I do t like to speak of present councillors, for I have reat respect for the present town council of linburgh; but I was told by an old councillor, at on one occasion when they had resolved to t this state of things remedied, he started with colleague to examine a particular part of the wn which was reported to be very bad, and they rked down in their pocket books certain houses; t the other councillor said to him "You cannot pect me to report these houses; these all belong my constituents."

5274. Mr. *Miller.*] That particular evil will considerably remedied, will it not, by the tension of the franchise?—Yes, and I think at that probably has reference to an older state things than exists at present.

5275. Perhaps it was just in the same way as ey were in the habit of saying, that the public-use interest had a large influence on the ctions?—Yes.

5276. *Chairman.*] With reference to the uestion of stimulants, you were saying just now at they were necessary in certain cases; I pre-me you do not quite agree with Mr. Lewis on at point, when he complained that a bottle a

head for the sick persons in a poorhouse during a month was an excessive allowance?—I would just say, as a medical man, in reference to that, that all those who have to do with that class of people in our infirmaries and dispensaries, find that nine-tenths of them are in such a state that it is absolutely necessary to give them stimulants to keep them alive. In their acute diseases we can often do without giving them medicines, but we find that it is absolutely necessary to give them stimulants.

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

5277. Mr. *Cameron.*] I suppose there is no doubt that in those cases the doctor must be the best judge of what is necessary for the patient?—I do not think that there is any medical man attached to the poor in Edinburgh that would give one ounce of whisky or wine that was not necessary (or that he did not at all events consider necessary, for of course there are differences of opinion on the subject). There are extreme teetotallers, if I may say so, in Edinburgh as elsewhere; and, as there are some who think that it is improper to take wine even at the Sacrament of the Lord's Supper, so there are others who consider it very improper to give it as medicine. I have no sympathy with either the one view or the other. I have seen many whose lives have been preserved by giving a great deal more than a bottle of wine a day. I would like to add this, that I have seen persons who are not in the habit of taking stimulants when in health, to whom, in my medical opinion, it was absolutely necessary to give stimulants when out of health, and largely if you were to save life.

5278. Mr. *Miller.*] Perhaps you are not aware that there was a statement made by Mr. Lewis at the same time, that of those who were getting such stimulants many died?—I do not wonder at it; it would be just those who were dying who would be likely to require them most.

5279. You think that more would have died, probably, but for the stimulants?—I should think so.

5280. Is there any other matter on which you would like to express your views to the Committee?—I have an interesting paper here that I have received from Gottenburg, in Sweden, with reference to the means that they have adopted there for putting down the drinking customs which prevailed. Perhaps the Committee would allow me to read it. I do not profess my belief in it, but it is extremely interesting as a new view altogether; I need not detain the Committee by reading the whole of it. It is written by a Swedish physician (Dr. Elias Heyman), who visited Edinburgh last year, who got a great deal of information from us, and carried away all our papers, and in return he has sent us this. Being a Swede, his English is not quite correct, but it is wonderfully good. "If I have waited till now to fulfil the promise I gave you at my last visit in Edinburgh, to send you the documents concerning our arrangements here in Gottenburg with the spirituous liquor traffic, and the means we have taken to prevent the ruinous vice of drinking, the reason has been, that I first wished to await the results during the third year after the establishment of these new arrangements. It is, namely, evident, that only experience, and the experience of some length of time, can justify an opinion of the arrangements taken; these may, *à priori*, have appeared ever so rational and suited to the purpose. The report of the doings

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

during the third year having been lately published; I will not postpone any longer to communicate to you everything that may be of interest for you to know concerning the whole of this matter. Before speaking further, it may, perhaps, be necessary in a few words to account for the chief points of the legislation peculiar to our country concerning the preparation and consumption of spirituous liquors. For the preparation of Swedish brandy, the manufacturer is to pay a tax to the State of 60 oie for every Swedish 'kanna,' containing 46 per cent. of volume of alcohol, amounting in English measure and coin to about 14*d.* per gallon. The sale of brandy wholesale up to 15 'kannor,' is quite free from tax. For retail sale, from 15 'kannor,' and below that, till half a 'kanna' (about 2½ pints), being the smallest quantity that the merchant is allowed to sell, 25 oie is to be paid per 'kanna' (about 6*d.* per gallon). For the sale of brandy in the public-houses, where one is allowed to sell any quantity, however small, that is wanted, a tax is paid of 40 oie per 'kanna,' or about 9*d.* per gallon. The magistrates decide how many privileges for the retail trade, and how many privileges for the sale of liquors, there are permitted to be in the town. Each of them is offered for sale at a public auction, to the highest bidder for a time of three years, the most, and the income of the tax that is charged for these privileges falls to the communities. If in a town a company is formed for the purpose of gaining the rights to all the retail trade with, or all the sale of, spirituous liquors, which rights would else have been offered at an auction, the magistrates are entitled, after town council has pronounced in the question, without any preceding auction, to make agreements with the company. Still here the payment is not allowed to be fixed any lower than the total sum would have been, in the least, in case the privileges had been given away to different persons, and this minimum is settled for every privilege of trade to 200 rupees (about 11 *l.*), and for every public-house privilege to 320 rupees (about 18 *l.*). These are the chief points of the legislation with regard to Swedish brandy, purposing to make the brandy more expensive, and thus to render this beverage more difficult for the poorer classes to procure. Besides these points, the brandy regulation contains a great deal of rules of discipline for the taverns and public-houses, and of these I will only mention the most important. The public-houses are to be closed at settled times every evening. One is not permitted to deliver any brandy to a drunken person or to a child. Payment for brandy that has been sold upon credit cannot be demanded by law. The consequence of this law has been such a considerable diminution of the brandy consumption in Sweden, that the annual use of brandy has abated to about six million gallons from 26, to which it amounted 25 years ago. In the larger towns the drinking of brandy has been tolerably considerable, though it cannot be compared to what it was 30 or 40 years ago, and this is not to be wondered at, for the, comparatively speaking, easier earnings, together with the much greater temptation to visit the public-houses, produce greater difficulties to prevent the evil here than in the country. What principally regards Gottenburg (which is the second town in Sweden, and almost exclusively a commercial town, with about 60,000 inhabitants) the drinking of brandy had here, four years ago, a very considerable extent. The public-houses here were frequented by a great deal of workmen, without fixed occupation; and they here laid down the most of their earnings remaining after they had satisfied the most necessary wants for existence, most frequently leaving wife and children in the most dreadful misery. I omit to describe the consequences of this; you know them sufficiently; may it only be said that I, who during that time, in my quality of physician, often visited the dwellings of the poor, never in other communities have witnessed such traits of brutish coarseness, nowhere seen such a formidable poverty, which in our town appeared as a consequence of the vice of drunkenness. In the year 1864 a committee was appointed by the town council, that was delegated to examine into the causes of the pauperism incessantly increasing in the town, and to propose some way to redress it. After having made very strict examinations, the committee found that the principal reason to the increasing poverty was to be found in the drinking of brandy. But where was the remedy to be found? How be able to reduce this ruinous flood of brandy that flowed in broad streams, and in its course swept away morality, comfort, and prosperity from the homes of so many working families? In other communities attempts had been made to reduce the consumption of brandy by entirely closing the public-houses Saturday afternoons and Sundays; those times when the workman, free from his work, and with his recently received weekly wages, has the best opportunity to visit the public-houses. This measure had but little led to the wished result. The workman had known how to provide himself beforehand with the wanted quantity of brandy, and nothing else had been gained than the removing of the drinking to the homes from the public-house. When, thus, this experience did not encourage to any imitation, the committee resolved to represent a project to the examination of the town council, and this project tended to the arrangement of the whole business of the sale of liquors by a quite new principle. As a foundation for this was to be used, the formerly mentioned rule in the regulation about the brandy, namely, about the bestowing upon a company of the rights of sale. There had certainly, already earlier in many towns, been formed such companies, that had in their hands the total sale of brandy, but these companies had been formed only with a view to profit, being, accordingly, a usual commerce business. Here, however, one wished to form a company that was to manage the sale of spirituous liquors in the town without respect to any profit of its own, but exclusively with attention to the advantages of the working classes in respect to their morality and economy. The means by which one considered a company of this kind able to diminish the abuse of brandy were the following: 1st. The number of the public-houses must be considerably diminished. 2nd. Instead of dark, unhealthy, and small localities hitherto used, only light, large, and healthy rooms were to be employed. 3rd. Warm prepared food must be kept in all places opened for the sale of brandy. This was to be done, in order to, as far as possible, change them into regular eating-houses where the workman might get a glass of brandy with his meal, whilst the public-houses, except some few ones, hitherto had only been brandy shops. 4th. The company accepts for their shops managers about whose integrity and zeal

l for the matter the company is perfectly con-ced. These have no benefit from the sale of rituous liquors, but they are allowed to calcu-e on a profit on all the other sold things, food, coffee, tea, ale, &c., &c. This is of the most important regulations, because m hence follows, that it does not lie in the erest of the manager of the public-house exhort his customers to consume spirituous uors, but all the more to prevail upon them to nge their money in food and less injurious erages. 5th. No sale upon credit or on pledge allowed; a regulation of great importance, ich, according to the experience afterwards ned, appeared as of great influence on the dimi-tion of the use of brandy. 6th. The company trols very severely through officials, engaged y for this purpose, as well the managers as the blic-house business in general. Every abuse is y severely examined into, and the company has, ough a contract with the managers, retained itself the right to deprive them of their busi-ss directly, and without trial and security, if y are convicted of any neglect or fault of any d in the performance of their service. 7th. The npany has engaged itself to deliver to the n treasurer all the profit gained through the siness up to a sum corresponding to that, which l been received formerly, when the year be-e the privileges had been offered for sale at auction. If besides this a surplus arise, the npany reserves for itself the right, after the reholders have received 6 per cent. on their ital lodged in the business, to dispose of this plus for some purpose beneficial to the work-classes. These are, in a few words, the chief nts of the project which the committee pro-ed to the town council, and which also after y animated debates, for the project had many l passionate opponents, was adopted. The ming of the company very soon took place, l as the most prominent and wealthy persons the community took a great interest in the tter the wanted capital of shares was soon scribed to. The company could, however, directly get all the privileges for the sale of ndy, because one had here in Gottenburg ce a long time introduced the custom of ling the privileges on auction, for three years a time; and, in consequence of this custom, company could only get the privileges by all degrees, and as the terms for their posses-n were ended. It is evident that this state of ngs did in no small degree contribute to make results of the endeavours of the company less d in the beginning than what they could erwise have been if the company had got all privileges at once, consequently all the sale siness within the town." Then he goes on to w how they gradually acquire the public-uses: "During the first two years a compe-on took place between the old keepers of blic-houses and the public-houses of the com-ny, of anything but advantage to the workmen, o now, during the short remaining time, were be impoverished as much as possible by the blic-house keepers of the old sort. In the t year, 1865, the company took 39 privileges; 66, 7; and at last, 1867, the remaining 3 vileges. It is apparent, from all the annual orts, delivered by the direction, that the vice drunkenness during these years has succes-ely decreased. It is generally agreed in this wn, and this is also admitted by the most eager opponents to the contrary idea, that the working population within the town during the last three years has acquired a totally different bearing and demeanour. Seldom or never, drunk persons are seen in the streets. Some neighbourhoods within the town, formerly of very bad repute, for a disorderly population, much given to drinking, and especially on Sundays very noisy in the public-houses, as well as in the streets and roads, have now-a-days an appearance of quietness and peace. The best proofs, however, of the diminution of the drinking are found in the following facts, which I allow myself to relate from the report given by the direction of the company of sale, during the last year:—According to the accounts from the police court, the number of persons fined for drunkenness was during the year 1865, 2,070; 1866, 1,424; 1867, 1,375; 1868, 1,312. According to an extract from the sick reports of the Gottenburg Association of Physicians, communicated by the secretary, which reports are delivered weekly from the hospitals, as well as from all practising physicians in the town, it appears that the number of announced cases of delirium tremens during the year 1865 was 118; 1866, 107; 1867, 82; 1868, 54;" and so on. That is the plan in Gottenburg. Now, although we may not have the facilities and opportunities of imitating that plan, I think it shows very clearly the great importance of increasing the respectability and general character of the public-houses. I differ a great deal from the last witness on that point, and I would like to say that the whole of my inquiry, when I was engaged in getting up that report which I have handed in, went to show the immense evil of drinking, but it went to show also the immense evil of their repressing it unnaturally; and that for every public-house that you repressed you started what is called a shebeen. And I know no instance, and the police could give me no instance, where a shebeen was not also a brothel. Now, the question was asked of Mr. Lewis why these shebeens were not put down. Well, I have asked the police the same question, and the reason is that it is extremely difficult to do it. The drink is concealed the moment that a police officer comes in, and I am strongly of opinion that a public-house under control is a much less dangerous thing than a shebeen, where no control can be exercised.

Dr. *A. Wood*, M.D., J.P., F.R.S.E. 15 June 1869.

5281. *Chairman.*] Would you recommend some modification of the present Forbes Mackenzie Act?—I do not speak about the Forbes Mackenzie Act, but I think that the licensing system should be changed in some way, and yet I feel that it would be only taking up the time of the Committee if I were to discuss that question now; it is a very difficult question, and would require more time than I have to give it, but certainly there is a necessity for some change. Then there is one other point which I have not spoken of, which I would like very shortly to advert to, and that is extended education. All those who are familiar with the poor (I speak not so much of the upper classes, but of the information which you get from Bible women and those nearer their own rank of life), will impress upon you the extraordinary mental state in which many of them are. You may speak to them, and they do not understand what you say; you might as well go to some of these dwellings in the closes, and speak French as English; they do

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June. 1869.

do not understand you. And when they have free time they have no mental resources to turn to; they cannot read or even think; and it is that which drives them to brutality; and until you get education extended so as to reach that class of persons, you will never get them raised to a condition in which drink does not become almost a necessity. And it is a very striking thing that where churches have taken districts and visited districts thoroughly, they are disheartened by this fact, that the moment they succeed in reclaiming one family they will not stay in the place, but leave it at once. Then I think there is a mistake as to what education should be. It is not teaching reading, writing, and arithmetic, which is the common test that is employed; it is that moral training which will give to men the power of resisting temptation. Mr. Lewis spoke of teaching sobriety in schools. I have been wondering how that could possibly be done; the only way that I can think of in which you could teach sobriety, is to give to persons, by means of education, the power of resisting temptation; and on the other side to give them the power of employing themselves in useful occupations. Take a child out of one of these dens and put him in a good school; he is advanced in respect of what he has learned, but not in the way of moral control, and all that mere school teaching is unlearned when he goes back to those dens.

5282. You think if you took these children and taught them a trade, that would be better education than merely teaching them reading and writing?—Yes; then there is another difficult question. What are you to do with the children of drunken parents? I could give you innumerable instances which have come under my own knowledge of workmen earning from 20 *s.* to 30 *s.* a week, who took their children away from school, and kept them away from school, because they spent in drink the money that should have gone in school fees, who have stripped the clothes off their children's backs and taken them to the pawnshop and exchanged them for drink; so that the children lost their schooling. Now, there is an evil in the law coming in and relieving those parents of the responsibility of educating their children; but of two evils I would take the least, I would compel the children to be educated, even if the parents did not educate them, but at the same time I would make our poorhouses houses of correction, and send the drunkards there, and make them work there till they had paid off the debt which they had incurred in leaving the State to educate their children for them.

5283. You would be inclined to institute a dipsomaniac asylum?—I would not call it a dipsomaniac asylum, but I would say, speaking for the State, "Here is your boy being educated for the gallows; I must have him rightly educated. Here is his education that costs me so much in feeding him and training him, and you are my debtor for that. You shall go into this workhouse, and I will make it a workhouse indeed; and till you have paid that debt by the work you do there you shall not get out."

5284. Mr. *Hamilton.*] But that is one of the precise difficulties that we have to get over; how could you compel any person shut up in a workhouse to earn his own keep?—If you had your workhouses as you might have them there would be no difficulty; the thing is done in the Royal Lunatic Asylum, near Edinburgh; and if lunatics do it why should not paupers do it?

5285. Do lunatics earn their keep?—They do not altogether do it.

5286. The question is, how is any person shut up in an institution to earn his keep?—It would go towards it at least; but that is not the point I want to impress upon the Committee; it is the evil, the fearful evil, of allowing the children to be bred up, first as paupers, and second as criminals; and I see no cure for that unless the State takes them and educates them.

5287. Mr. *Miller.*] Then you are in favour now of compulsory education?—Yes.

5288. And when the parents are, through their dissolute conduct, unable to pay for that education you would punish the parents for their neglect?—Yes.

5289. *Chairman.*] Does not the legislation instituting industrial schools endeavour to meet this want which you are indicating?—It does, to a considerable extent.

5290. Not sufficiently in your opinion?—Not sufficiently; there is a curious illustration that I may mention of the power of education in checking mendicancy, which it will check quicker than pauperism; we have a description by Fletcher of Saultoun, of Scotland, as it existed in 1698 just after the religious war, in which episcopacy was sought to be established in the country; and it shows the fearful state of the parishes of Scotland in consequence of the parish schools being all suspended during that time. Then, about 20 years afterwards, when peace had been restored, and schools re-opened, we have another picture in 1717, given by De Foe, the novelist, which shows the extraordinary change that had taken place in that short time; and the only possible means of accounting for that wonderful change is by the fact, that the schools were all open again, and by the moral superintendence of the schools and churches being once more at work; and I believe that if you could extend your schools to the lower basis of the population, and make them more industrial schools, you would see the same effect in Scotland again. Then I would like just to remark this, that the present Poor Law, as administered, is not curative, but has a tendency to increase the disease. I would just quote one sentence from the present Chairman of our Board of Supervision; he has put on record this opinion: "It is now a matter of trite observation, that all poor laws have an inherent tendency to foster pauperism, to increase the expenditure for the relief of the poor, and to deteriorate the character of the population among whom the law is administered." Then there is another very important branch which has not been taken up, and that is illegitimacy. Now in regard to that, I am under correction when I say, but I think I am correct in stating it, that the State has already determined that foundling hospitals are such an improper thing, that if a man left money to found a foundling hospital his will would not be allowed to be carried into effect; and yet our poorhouses have become foundling hospitals. In the tables which are contained in the report on the condition of the poorer classes in Edinburgh, which I have handed in, you will find the immense number of illegitimate children and parents of illegitimate children who are received into our workhouses and maintained at the public expense; and Mr. Lewis told you instances of women who ha

seven or eight illegitimate children, and pro-d not to know the fathers, and were received the workhouses. Now, it is a well-known that in tracing the history of these children, almost all turn out paupers or criminals; it seems to me very strange that while you not allow a man voluntarily to establish a dling hospital, yet you allow the Poor Law onvert your poorhouses into foundling hos-s.

291. Do you mean to say that if these ille-nate children are boarded out they are not aimed as other pauper children are?—Very m. I believe that vice is hereditary, and often find the evils of the fathers cropping in the children; but most certainly they are worse position for being reclaimed than other er children. I think that investigation has n us that.

292. Mr. *Hamilton.*] What would you sug-to meet the case of illegitimacy?—My sug-ion may seem harsh, but I believe that it is he one. Under the administration of the old r Law there was no relief given to mothers astard children; they were allowed to find father, and to get support from him. I would admit a woman with a bastard child into the house, or give her one penny of relief.

293. *Chairman.*] Are you aware that that tried in England and failed?—I can produce rkable testimony to the efficacy of it in land formerly, which you will find in the ort of the Committee on the Irish Poor Law. a statement made by the Rev. Mr. Morgan, Presbyterian minister of the parish of Grait-a parish contiguous to England, and sepa-d from it only by a small stream. "To les who bring illegitimate children into the d we give nothing; they are left entirely to own resources. It is, however, a remark-fact that children of this description with us more tenderly brought up, better educated, of course more respectable and more useful bers of society than illegitimates on the other of the Sark, who in a great many instances brought up solely at the expense of the shes." I think it is evident that the wretched-and vice of society must be greatly aug-ted by the recognition of a regular institution llegitimate children.

294. Mr. *Hamilton.*] We are bound at pre-to keep them alive, are we not?—The pre-state of things was never known under the Poor Law. Mr. Lewis has informed us that man will tell the authorities that she does know the father of the child, but do any of elieve that if you put it on her she would find him?

295. Mr. *M'Lagan.*] They are sometimes too er in finding the father?—They sometimes three fathers. I have known one who found I do not doubt that Providence intended expense of maintaining children to be a k on passion. If you remove that check h Providence has established, and tell people ere is a foundling hospital where the child be taken in," you are increasing the tendency is particular vice.

296. Mr. *Hamilton.*] Do not you think that ose women had only in-door relief given to n, that to a certain extent might induce them nd the father?—The more disagreeable you e the thing the less likely it is to do harm; I think that argument would come to this, that the best of all things would be to do away with relief in those cases altogether.

5297. Mr. *Mackintosh.*] Would you not be afraid of the crime of infanticide increasing largely if you did that?—You have it in evi-dence before several Committees of this House, that in these Scotch parishes infanticide was almost unknown in these cases. You will have infanticide, do what you will, because a woman does it in a sort of phrensy to save herself from the shame more than from the expense of main-taining the child. It is a horrible thing to con-template infanticide, but it seems to me a still more horrible thing to contemplate the multipli-cation of that class of beings by the encourage-ment which you give it by law. A poor woman, by the very fact of her being vicious, goes to your courts and demands as a right that she shall be supported by the State. There is just one other point that I may be excused for mentioning, and that is the system of pawnbrok-ing.

5298. *Chairman.*] "Wee pawns" you refer to, I suppose?—Both wee pawns and big pawns. I believe that you will do more to root out drunkenness and prevent pauperism by dealing with pawnbroking in a more systematic way than has been hitherto done, than by almost anything else you can do. I have some facts in regard to pawnbroking in Edinburgh, showing a very fear-ful state of things, given at page 124 of the Report on the State of the Poorer Classes of Edin-burgh. "In Edinburgh we have 33 licensed pawnshops, and 219 wee pawns or brokers, 252 in all, gnawing into the very vitals of civiliza-tion, virtue, and religion." These are not my own words, but a quotation from a lecture given by a well known philanthropist, a justice of the peace in Edinburgh, Mr. Knox, who has investi-gated the subject. "In the 33 licensed pawn-shops alone, for only with them do I purpose dealing to-night, there are effected annually, and admitted by pawnbrokers in the columns of the 'Mercury,' 1,381,200 pledges, high and low. High pledges and low pledges are a statutory definition of amounts pledged; all below 10 *s.* being a low, all above 10 *s.* a high pledge. The business done monthly in Edinburgh in low pledges, under 10 *s.*, is 110,000; in high pledges, under 10 *l.*, 5,000; and deposits above 10 *l.*, 100. The nature of the pledging is seen by a peep into the interior of an every-day establishment. The list embraces the following articles:—Body clothing: men's coats, 539; vests, 355; pairs of trousers, 288; hats, 60; total, 1,242. Women's gowns, 1,980; petticoats, 540; wrappers, 132; duffles, 123; pelisses, 90; total, 2,865. Pairs of stockings, 84; silk handkerchiefs, 240; shirts and shifts, 294; total, 4,725. Bed clothes: bedticks, 84; pillows, 108; pairs of blankets, 262; pairs of sheets, 300; bed covers, 162; total, 916. Miscellaneous: table cloths, 36; umbrellas, 48; bibles, 102; watches, 204; rings, 216; Waterloo medals, 48; total, 654; sum total, 6,295," and so on. Now, if you will go on to the next page, I say, "I believe the de-moralization that is wrought in the minds of the poor from the daily experience of such shameful and unjust legal transactions, such pushing aside all standards of justice betwixt man and man, must be very great indeed. All this is a shameful and wanton aggravation of their suffering and privation by the pawnbrokers' fatal laws of usury, of the crushing and inexorable

Dr. *A. Wood*, M.D., J.P., F.R.S.E.

15 June 1869.

movements of which machinery the poor have not one enlightened conception." Now it may happen to any one of us, that we may want to borrow money, and, if we do, we have all legitimate ways of borrowing money. But a poor man has no legitimate ways of borrowing money, except by pawning his clothes, on any temporary pressure; and I do think, that either there ought to be some means by which the pawnbroking should be made less usurious, or there should be some other system of loans by which these people could meet pressing emergencies. We have instituted a loan fund in connection with our association, which is working remarkably well, and it has saved many people from destruction. Pawnbroking, as it goes on, is utterly ruinous. Then I come to the last thing that I have to say. Perhaps it is because I am a medical man that I take it in this point of view. When I wish to cure a disease, I look to see how the same disease has been cured in other places, and in other hands, and I find that the disease of pauperism has met with no more effectual check than by the institution of provident and benefit societies. There is a remarkable book published on the progress of the working classes, by Mr. Ludlow and Mr. Floyd Jones, which shows the statistics of these societies which I have quoted in the report before you. Whenever they have flourished, pauperism has been kept in subjection. Now there is a great evil attending many of these societies, namely, that they are calculated on a wrong footing, and then you have no security against the defalcation of their treasurer or secretary. I think that it would be an incalculable boon to these poorer people if, like the Post Office Savings Banks, these friendly societies were put under Government control, and were made easily accessible to the poor. I succeeded in getting one founded 30 years ago in connection with the church to which I then belonged, one of the established churches in Edinburgh. The minister and the kirk session took it up, and it is now in a flourishing condition, and the only security they gave was, that there should be no expense of management, and that if the treasurer should abscond they would make up the deficiency. The people pay 1*s.* 2*d.* a week; 1*s.* of that 1*s.* 2*d.* is laid aside at interest to meet the rent; 2*d.* of the 1*s.* 2*d.* is put into an accumulating fund to meet sickness or death. While the working man is laid aside, he gets an allowance, varying according to his payment, out of that fund. If he dies, his widow gets enough to bury him; if a child dies there is a proportionate payment. But I need not go into all these details; it is enough for me to explain what is the general feature of the scheme. And I have sometimes thought that it might be possible to insure every man, woman, and child's life when they enter the world, in some such way, or when they go into business; so that for a very small weekly or monthly payment a provision might be established against sickness and loss, which would not be like a poor rate, because each of these persons would feel that he was contributing towards it; it would, instead of demoralising him, increase his self-respect and h prudential virtues, and make a sufficient pr vision for him when overtaken by sickness, an in the event of his death, a provision for th widow. I spoke of the time when I was a Com missioner of Police in Edinburgh. I ma mention that we were constantly tormented a that time with applications from disabled police men and the widows of those who had died. got it made imperative that every policema should insure his life when he entered the est blishment, and the effect was most marked, an I believe the plan is still continued. Why shoul not every employer make his workmen do th same? Why not make every person do the same Why should we not all do the same? The gre majority of the upper classes would not come on th fund at all; and it would be a much less payme than they would make for a poor rate; and the there would be an ample fund to meet the want of those who require it.

5299. It would be a compulsory payme instead of a rate?—Yes.

5300. Mr. *Hamilton.*] In what does it diffe from the present rate, for on the present plan w all pay so much, and we may not get any benefi from it ourselves?—There is a class that do no pay at all at present; there you would be layin up for the future; here you are taking from th resources of the past; it makes all the differenc between a system which encourages the pruden tial virtues, and a system which discourages o checks them.

5301. *Chairman.*] Do you think that it woul be possible to pass a law which would compe every member of the community to ensure hi life?—I only just throw out the thing; I hav not fully considered it, but it has often crosse my mind. It might be made imperative, I think on employers of labour to take so much of th wages of the artisans for that purpose, and if you did that, it would soon become general; bu I do not think that there are any of the remedie that you could apply *per saltum*, it must be gradual process of improvement, and I think tha what the State should do is to give every possibl facility for these improvements; to give mor room for spontaneity of effort on the part of thos who have studied the subject, and see their wa to improved views in regard to the poor. Bu the most important function of the State is t keep down those evils which are leading to pau perism; that is where its duty is most clear an where it fails most, in allowing evils to preva which create pauperism.

5302. Are you not aware of the great opposi tion that is made on the part of working me even in the case of large mines, where 2*d.* is de ducted out of their wages in order to provid medical attendance for the miners?—I believe tha you would require to extend education in thes departments a great deal further before yo would get any clear appreciation of the benefits But at the same time when you ask me thes questions, I have only to give you my candi opinion. I must thank the Committee for listen ing to me so patiently.

Friday, 18*th June* 1869.

MEMBERS PRESENT:

Mr. Anderson.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Loch.
Mr. Mackintosh.
Mr. M'Lagan.
Mr. Miller.
Sir Graham Montgomery.
Mr. Arthur Peel.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. James Shaw Brown, called in; and Examined.

Mr. *J. S. Brown.*

18 June 1869.

03. Mr. *Crum Ewing.*] You are the In-or of Poor for the parish of Paisley?—Yes.
04. And you have been so since October ?—Yes. I was appointed at the passing of mendment Act, but was in the employment parochial board of Paisley previously, dis-ging substantially the same duties from the 1834.
05. And you are also employed as trea- to the board?—Yes.
06. You have the charge of the whole pts and disbursements of the board?—Yes.
07. Your duties are just the usual duties of spector of the poor, but coupled with those asurer?—Yes.
08. You keep an accurate register of the and the payments made to them, and report time to time to the board, I suppose?—Yes.
09. What assistance have you?—I have the ance of a sub-inspector, who in my absence arges my duties, and I have also the assist-of a clerk in making up the books.
10. There are two parishes, I think, in the of Paisley?—There are two parishes, the proper, and the adjoining parish; the y parish, which is partly burgh and partly ard.
11. What is the total population of the two hes combined?—About 61,000.
12. And of the parliamentary burgh of ey?—Within the parliamentary boundary is a population as near as may be of 48,000.
13. Of which the burgh proper of Paisley is 32,000, is it not?—Yes.
14. The trade of Paisley used at one time almost confined to the manufacture of ls, I think, and textile fabrics?—Yes, but 1842, when the number of weavers was 8,000, the shawl trade has been regularly hing, and I believe that the number of ers now does not exceed 2,000.
15. *Chairman.*] That is, hand-loom weavers? s.
16. Mr. *Crum Ewing.*] But other branches de have sprung up since that began?—Yes. e is the thread manufacture, starch, corn- soap, general engineering, and power-loom factures, with several other branches of .
17. Then do you consider that the condition e population has improved since 1842?—I 2.

should say that it is very much improved. Wages are better; the working classes are in a more comfortable condition, and altogether the town is in a more prosperous state.

5318. Formerly there were great vicissitudes in trade, when the town depended on a fancy trade?—Yes.

5319. Can you give us the birthplaces of the population of Paisley?—Yes. The birthplaces of the population of the parish of which I am inspector (I do not speak of that part of Paisley which is in the Abbey parish, with which I have nothing to do practically) are, of Scotch born 86½ per cent., Irish born 11½ per cent., or thereby, English born 1½ per cent., and the remaining half per cent. in the colonies and foreign countries.

5320. Can you give me a statement of the illegitimate births as compared with the population?—The average rate of illegitimate births for the last 10 or 11 years, in proportion to the whole population of Scotland, as shown by the returns of the Registrar General is 9 per cent. In Paisley they show an average during these 11 years of 8 per cent.

5321. *Chairman.*] Is that 8 per cent. of the general births?—Yes. In connection with that statement, perhaps, this would be the proper place to state what number of illegitimate cases we have chargeable in proportion to the whole number of poor; it is as near as may be 5 per cent., that is to say, 5 per cent. of the cases chargeable to the parish at the present time are cases of illegitimacy.

5322. Mr. *M'Lagan.*] Does that include the mothers and children?—It includes mothers of illegitimate children, and it includes children also who are deserted by their mothers; that is, it embraces all the illegitimate cases that we have chargeable, except indeed those who are adults, and about whom of course we do not in regard to this make any inquiry.

5323. Mr. *Miller.*] Do the mother and the child count as two?—No; as one case.

5324. Mr. *Crum Ewing.*] What is the present state of the poor as compared with what it was when you entered on the office of inspector?—I have no hesitation at all in saying that the state of the poor is about as much better as the general state of the population; as I have said already, the general condition of the population has

Mr. *J. S. Brown.*

18 June 1869.

greatly improved; I should say the same of the condition of the poor.

5325. How has that arisen?—It has arisen from increase of allowances. There has been a very considerable increase in the allowances since 1834, and in particular since 1845, when the Amendment Act passed.

5326. Previous to that do you think that the relief of the poor was inadequate?—Yes. I think that this increase may be said to be due, first to the comparatively inadequate relief prior to the passing of the Amendment Act of 1845; second, to a general rise in the price of the staple articles of food, and a higher standard of living amongst the working people; and third, to greater liberality to the poor on the part of the board.

5327. But that increase is not to be attributed to any increase in the actual number of the poor?—No; there has been no sensible increase in the number of the poor; it has gone to increase the means and comfort of the poor, but it does not arise from any greater number of the poor being chargeable. In 1847 we had 910 heads of registered poor, and this last year the number is 826, showing that there are not much fewer than 100 less chargeable at this date than were chargeable in 1847.

5328. *Chairman.*] Are these the number of registered poor relieved in one year, or on one particular day?—These are the numbers that were chargeable on one particular day of each year; that is, the 14th of May.

5329. Mr. *Loch.*] Could you state the population to which that number of poor belonged for the two periods respectively?—The population of Paisley has been, I may say, stationary since 1826. I may say, in connection with this return, that these numbers may be fairly said to represent our expenditure, because it includes the whole amount with the exception of a very small sum annually expended on what are called the casual poor; that is, the poor who are chargeable on account of temporary illness; that class of poor cost only about 200*l.* These numbers which I have given you just now occasion the great bulk of our expenditure.

5330. Mr. *Crum Ewing.*] Will you give us a statement of those relieved for each year, from 1847 to 1869?—Yes. (*The same was handed in*, vide *Appendix.*)

5331. Can you give us the number of applications for relief during these years?—I can give the number of applications for relief from year to year, beginning from the year 1849. (*The same was handed in*, vide *Appendix.*)

5332. Mr. *Miller.*] Why do you begin at 1849?—Our enumeration prior to that is not altogether to be relied on.

5333. Mr. *Crum Ewing.*] What was the number of applications in 1869, and what in 1849?—One thousand four hundred and eighteen in 1869 against 1,465 in 1849.

5334. Has there been any increase of the percentage in the cases of illegitimacy since that date?—I think it has been very stationary; I could not say that there has been any increase.

5335. *Chairman.*] You have no means really of giving a comparison of the proportion of illegitimacy in 1849 to that in 1869, as we had no Registrar General in 1849?—I am sorry that I am not able to furnish you with any exact statement in figures on that matter.

5336. Therefore any statement you make with regard to that is merely a general impress from your own knowledge of the place?—Y we are not required to give any such return the Board of Supervision.

5337. Mr. *Crum Ewing.*] Will you giv the number of applications for relief for last three years, and the way in which they h been disposed of by the board?—The numl for the last three years have been as follows: For the year ending 1867, 1,644; for the y ending 1868, 1,373; for the year ending 18 1,418; in all 4,435.

5338. Now will you give us the country birth of those?—Of these 65 per cent. w born in Scotland; upwards of 33 per cent. Ireland; upwards of 1 per cent. elsewhere. T board, in dealing with these applications in course of the year, enrolled on the out-door l 1,332, somewhat more than 30 per cent. of whole number, and offered admission to poor-house in the case of 1570, being nearly per cent. of the whole number.

5339. And how many accepted the offer the poor-house?—Nine hundred and thirty, bei rather more than 59 per cent. of the number w received the offer. The number who declined t offer were about 40 per cent.; that is to say, t majority accepted the offer.

5340. *Chairman.*] What became of the 40 cent. that declined the offer; have you a means of tracing their proceedings?—Our po lation in Paisley is not very large, and is pre well known to us, and we have tolerable me of knowing what becomes of those who ref the offer of the poor-house. I may state th there are two causes of limiting relief to the of of the poor-house in many of these cases. One that we think that by making greater efforts th may earn sufficient for their own maintenan and not require parochial relief. In other ca we have good reason to believe that their re tives, bound in law to maintain them, will st in to their relief, rather than permit them to co into the poor-house.

5341. What is the result of the refusal of poor-house?—The result of the refusal genera is, that they maintain themselves by their o labour. The results show in the great mass these, that they are able, by making greater effo to maintain themselves by their own industry

5342. I suppose those of the number that really utterly dissolute, go to swell the num of vagrants?—Well, I should say, looking at statements that have been made by the rep sentatives of other parishes, that we are not much troubled by vagrants in Paisley as ot populations are. It is not an evil of which have very great reason to complain. Our po lation are not given to vagrancy so much as population of some other large towns.

5343. You are speaking now of those wit the parish of which you are inspector?—Yes.

5344. But would not some of those who ref the poor-house go elsewhere, and become trar in the country?—No doubt there are individ cases where they do take that course; but th bear a very small proportion indeed to the nu ber of the poor, and in particular to the num of the poor who have refused to go into the po house.

5345. Then you mean to say, that with exception of an inappreciable proportion, th 40 per cent. who refuse the poor-house bec industrious members of the community?—Ye

5346. Mr. *Crum Ewing.*] Can you give us the total amount of disbursements on behalf of the poor, both in-door and out-door, since 1846? Since 1846 the total disbursements have been as follows: in the year 1846, 4,272 *l.*, and in each succeeding year respectively, 5,502 *l.*, 5,437 *l.*, 7,593 *l.*, 5,410 *l.*, 5,065 *l.*, 5,931 *l.*, 6,329 *l.*, 5,933 *l.*, 7,315 *l.*, 5,775 *l.*, 5,358 *l.*, 6,482 *l.*, 6,255 *l.*, 5,253 *l.*, 5,847 *l.*, 6,281 *l.*, 7,218 *l.*, 6,281 *l.* 6,868 *l.*, 6,764 *l.*, 7,250 *l.*, 7,332 *l.*; and for the last year ending May 1869, 7,478 *l.* As compared with the year 1847, therefore, this shows an increase of 36 per cent.; while, as compared with the year 1846, the previous year, it shows an increase of 74 per cent. I give in detailed statement.

5347. Mr. *Miller.*] Have you any means of giving us the expenditure in 1845 or 1844?—The expenditure in 1844 was 4,062 *l.*, and in 1845, 3,900 *l.*

5348. So that, comparing the last year with 1845, what is the increase per cent. up to the last return which you have?—It would be betwixt 80 and 90 per cent.; I should think about 86 per cent. of increase.

5349. Mr. *Crum Ewing.*] Can you give the Committee any explanation in the great discrepancy of the sums expended; take, for example, 1846, 1847, and 1848, when the amounts were respectively 4,272 *l.*, 5,502 *l.*, and 7,437 *l.*? These discrepancies are to be accounted for on the principle of increased allowances and increased expenditure for the maintenance of the poor in the poor-house, and casual poor.

5350. *Chairman.*] In two or three cases in those years you dropped from 7,000 *l.* to 5,000 *l.*; how does that arise?—In 1855, when the amount was 7,315 *l.*, we had about 1,000 *l.* of extra expenditure on account of unemployed poor.

5351. Is that able-bodied poor?—Able-bodied poor.

5352. Out of the rates?—Out of the rates.

5353. Mr. *Crum Ewing.*] Then, again, in 1858, the amount was 7,482 *l.*?—In 1858 we had an expenditure of 2,197 *l.* upon the same class of poor. There were heads of families chargeable during the period of that distress, which lasted for 20 weeks, 1,035. Then, in the year 1862, there was a similar distress; and, again, in the year 1864, but neither of these to the same extent.

5354. *Chairman.*] Do you mean that the able-bodied were relieved in those two years, 1862 and 1864?—Yes.

5355. When was the declaration of the law given by the House of Lords that the able-bodied were not proper objects of relief?—In the year 1866.

5356. Then you got up in your last year to 7,000 *l.* and upwards, how is that?—Increased allowances and increased expenditure for poor-house account for it.

5357. Mr. *Miller.*] There is no exceptional cause that comes in there?—No; it was caused by the actual increased allowances to the poor, and for the support of the poor-house.

5358. Mr. *M'Lagan.*] Provisions were generally higher in 1868, were they not, to account for those increased allowances?—There was no very great difference in that respect.

5359. *Chairman.*] You say that in 1858 it was 7,482 *l.*; how much extra expenditure was there upon able-bodied?—About 2,000 *l.*

5360. In 1869 I find 7,478 *l.*, without any able-bodied relief at all; do you mean that the increase has gone up from 5,000 *l.* to 7,000 *l.* and odd, simply on the ground of the increased cost of provisions?—And increased allowances.

Mr. *J. S. Brown.*

18 June 1869.

5361. Mr. *M'Lagan.*] Has there been no increase in the expense of management during that time?—There has been considerable increase in the expense of management.

5362. *Chairman.*] In the word "allowances" do you include salaries?—No; management includes salaries, local taxation and interest on money borrowed for the current expenditure, &c. Our financial year begins on the 15th day of May of each year, and our assessment is not available till about the month of December; and of course we require to be accommodated with money to a considerable extent betwixt the 15th of May and the month of December.

5363. Can you give us the particulars of the increase due to the various causes that you mentioned just now. Take, for instance, the price of provisions; what was the price of provisions in 1858, and what was it in the year ending May 1869?—The price of oatmeal (which forms a considerable and important article in our poor-house), in the year 1847-48 was 14*s.* a boll, and last year it was 21*s.* 9*d.*

5364. Can you give it in 1858?—I have not the rate in 1858.

5365. Mr. *Miller.*] Do you advertise for necessaries for the workhouse?—We have done so invariably for the last 20 years.

5366. Would not the contracts that you have gone into give us a correct idea of the variation in prices?—I was about to give you the difference betwixt the year 1848 and last year.

5367. 1848 was a high year; that was the famine year?—I think, if I mistake not, that for some years prior to that the markets were much the same. The only contrast that I can give you is betwixt that period, the year 1847-48, and last year. In 1847-48 we paid 14*s.* a boll for oatmeal, and last year 21*s.* 9*d.*; barley 10*s.* a cwt., and last year 15*s.*; peas 11*s.*, and last year 14*s.*; butter 8*d.*, and last year about 1*s.* 3*d.*; wheat bread 7*s.* 8*d.* for 75 imperial pounds, and last year 10*s.* 6*d.*; beef 4½*d.*, and last year 5¾*d.* These, I may say, are the principal articles of consumption.

5368. Have you any intermediate years?—I have no intermediate years.

5369. Was last year a high year or a moderate year?—It was moderate as compared with previous years.

5370. Mr. *Cameron.*] Oatmeal was higher last year than it has been for many years past, was it not?—As far as I recollect, it was not much. We have paid about the same price last four years, or thereby.

5371. Mr. *M'Lagan.*] Wheat was very high last year, was it not?—I think lower than the preceding, and higher than it was five or six years ago.

5372. *Chairman.*] These prices would affect the providing of the sustenance in the poor-house?—Yes, and they affected no doubt more or less the allowances made by the Board to out-door poor.

5373. Did the allowances increase in the same ratio as the prices of provisions. What, for example, were your allowances in 1848, or in any of the intermediate years and last year?—From the figures which I have stated, it would appear that the general increase on our expenditure for

Mr. *J. S. Brown.* 18 June 1869.

the poor since the year 1847, is from say 4,000 *l.* to 7,000 *l.*, that is 74 per cent. Well, I should say of that increase that it has been uniform, gradual, general, and applicable to out-door poor as well as in-door poor. It has not arisen from any very considerable increase in any particular class of poor. For instance, I have observed that in many parishes the expense of maintenance of lunatic poor has prodigiously increased; that is not the case with us; our numbers indeed have fallen. So that I should say of that average increase of 74 per cent. that it has been general over all our poor, and not caused by any increased expense of any particular class.

5374. Mr. *Crum Ewing.*] You have expended a considerable sum on buildings since 1848, have you not?—Since 1848, we have expended upwards of 10,000 *l.* upon new buildings, and the purchase of property adjoining the poor-house buildings.

5375. The 10,000 *l.* forms no part of the increase which you have given us?—No; I have not included that in the figures which I have given you. Those figures are the current expenditure for the support of the poor.

5376. Can you give us the classification and the average weekly cost of the poor who were chargeable on the 14th of May 1868?—Yes; I have divided for the sake of greater clearness the poor actually chargeable to the parish on the 14th May 1868, into five classes. First, adults chargeable for themselves on the out-door list, 284; average weekly cost of each, 1 *s.* 6 *d.*; rates varying from 9 *d.* to 4 *s.* a week. Second, widows for their children, 157; average weekly aliment, 2 *s.* 10¼ *d.*, rates varying from 1 *s.* to 8 *s.* weekly.

5377. *Chairman.*] Is that according to the number of children?—Yes, according to the number of children. Third, orphans, 114; average weekly cost, 2 *s.* 5 *d.*, rates varying from 1 *s.* to 3 *s.* 6 *d.* weekly. Fourth, inmates of poor-house, 227; average weekly cost, 3 *s.* 11½ *d.* Fifth, lunatics, 17; average weekly cost, 7 *s.* 4¼ *d.*

5378. Mr. *Miller.*] Are these lunatics in your own establishment?—They are in our own establishment.

5379. Mr. *Crum Ewing.*] How long has your poor-house been in existence?—Our poor-house was, I believe, one of the first erected in Scotland. It was opened for the reception of the poor in the year 1752. In connection with the previous answer, I might state that the number of all the above classes of paupers on the roll, and the average period of chargeability, and total cost of each pauper, are as follows: Class first, continued chargeable for four years and eleven months (that is the average chargeability), at a total cost, before they go off the roll, of 19 *l.* 4 *s*; second class, three years and six months, at a total cost of 25 *l.* 19 *s.*; third class, four years and seven months, at a cost of 28 *l.* 15 *s.*; fourth class, five years and four months, at a cost of 51 *l.* 7 *s.* 3 *d.*; the fifth class, five years and ten months, at a cost of 112 *l.*

5380. *Chairman.*] Is that the whole time that these particular individuals have been relieved?—Taking the roll on any particular day, in particular on the 14th of May, and calculating the length of time that each has been on the roll, it appears that these are the averages; and taking the roll, therefore, on any particular day, if you wish to know what the total cost of a case ha been, the average of the case as belonging t each separate class is there given.

5381. Mr. *Crum Ewing.* You say that you poor-house was erected in 1752?—Yes; it con sists, I may say, of two separate departments, th poor-house proper and the Lunatic Asylum; th poor-house of course being under the control o the Board of Supervision, and the asylum unde that of the Board of Lunacy. The poor-hous has two departments, male and female, eac separate and detached, with separate airin grounds, the sexes meeting only in chapel. Ther is accommodation for 130 males and 174 female in all 304. The average daily number of bot sexes during the year now ended has been 234.

5382. Will you give the number of dormito ries?—There are 9 male and 14 female dormi tories in the poor-house, and two day-rooms.

5383. You cannot give the exact or relativ cost of each, I suppose?—I have given yo already as near an estimate as can be made ou of the average weekly cost of the poor in th poor-house, and of the patients in the Lunati Asylum, the one at 3 *s.* 11½ *d.* and the other a 7 *s.* 4¼ *d.* I cannot say that these figures ar precisely correct, because practically, both esta blishments are under one management. Ther are no separate sets of books kept for each, an it is therefore impossible to state with perfec accuracy the exact relative cost of each depart ment; but the cost, as near as we can come to it is that, while the average total of each inmat in both poor-house and asylum is 4 *s.* 10½ *d.* 3 *s.* 11½ *d.* is applicable to the ordinary inmates o the house, and 7 *s.* 4¼ *d.* to the patients in th asylum. I put in estimate of weekly cost of eac lunatic.

5384. That does not include the per-centag upon the outlay for the buildings?—No; it i the expenditure necessary to keep up the plac from year to year, and it includes the salaries o officials. It includes everything indeed excep a per-centage for the rent of the building.

5385. And what do you reckon the total ex pense of lunatics, including the per-centage o the expense of the building?—9 *s.* 2¼ *d.* Tha includes 7½ per cent. on the expense of th Lunatic Asylum buildings.

5386. How long have you had accommodatio for lunatics?—We had a very imperfect accom modation at a very early date; it is, I see recorded in our books that the accommoda tion was first made in the year 1805. Ne buildings were, however, erected in 1826, an additional buildings in 1853. We have two de partments, male and female, each separate from the other, the sexes meeting only in chapel, wit separate airing grounds. Our asylum has bee recognised by the Board of Lunacy ever sinc the appointment of that Board in 1857, and ha always enjoyed a first-class license, that is license under which we are able to receive al classes of patients, dangerous as well as otherwise

5387. *Chairman.*] It is, in fact, a lunati asylum in the general acceptation of the term, i it not?—The designation which we receive fro the Board of Lunacy is a parochial asylum They designate the various kinds of accommoda tion by the titles of district asylums, privat asylums, parochial asylums, and poor-hous asylums. Ours is a parochial asylum.

5388. Does that mean that it is limited to th lunatics belonging to that parish?—No, it does no mean

that. It is a name given by the Board of
acy to distinguish it from certain other poor-
e asylums, which receive only incurable
nts, and have only second-class licenses.
license that we enjoy enables us to take in
asses of lunatics, of course all pauper lunatics.
cannot receive any private cases, but only
er cases.

89. Mr. *Crum Ewing.*] What is the number
mates?—Our accommodation is for 47;
ly, 21 males and 26 females. I may say
our accommodation is always full; we may
an average, probably, of 46.

90. *Chairman.*] I thought you said just
that 17 was the number of lunatics?—We
only 17 lunatics chargeable on the 14th of
last; but our buildings are erected to
nmodate not only the poor belonging to the
h of Paisley, but also those belonging to
ning parishes. Out of the 46 or 47 we have
17 belonging to our own parish, so that
are 29 belonging to others.

91. Mr. *Crum Ewing.*] Can you give us
salaries for the various officials? — The
nor and his wife have a salary of 110 *l.*, with
ouse, fuel, &c., the house matron has 30 *l.* with
l; the assistant-matron 10 *l.* with board, the
al officer 35 *l.*, the chaplain 30 *l.*, mechanic
male and female assistants in asylum 53 *l.*
board, watchman 25 *l.*; amounting to 348 *l.*
estimated cost of board of the various
ls is 70 *l.*, making a total cost of 418 *l.*

92. *Chairman.*] Including board?—Includ-
oard.

93. Mr. *Crum Ewing.*] Do you consider a
house indispensable? — I consider that,
ut a poor-house in a populous parish such
aisley, we should very soon get into the
miserable state of pauperism. We find a
house to be necessary; first, for the proper
ment of the infirm and diseased persons
ut house or home; second, for paupers of
ated habits, who would certainly abuse any
form of relief; and third, as a test for the
and improvident, able but not willing to
. The poor-house we find in practice to be
pensably necessary for those three classes of

94. *Chairman.*] Do you mean to say that
ffer of the poor-house is always rejected by
ble-bodied; that you never get any able-
d who accept it?—Well, we do not expect
ble-bodied to go into the house. The able-
d do not apply for relief, except in times of
distress. They never apply individually
elief unless it be in some exceptional case
h is not worth taking into account. There-
when the able-bodied do apply, it is when
perfectly well known to the board that the
ss is so great and so general as to justify
being granted. And I may say that we
offer the poor-house under those circum-
es to an able-bodied man. We have done
daresay, to single men without wives or
ren, but never to a sober, married man.

95. But I meant to refer to the ordinary
. You stated a little time ago when giving
roportions of those who accepted the poor-
e and those who refused it, that of those who
ed it the great bulk earned their own live-
d in some way or another; they must, there-
have been to a certain extent able-bodied?
ey were partially disabled, but not so much
bled as to be unable to earn a living. We
42.

could not well, perhaps, designate them as entirely able-bodied; but there are many kinds of employment in Paisley, weaving and winding, and so on, that do not require the strength of an able-bodied man, and at the same time their remuneration is sufficient. We find it, or we assume it to be sufficient in that class of cases to which you refer. I cannot say, therefore, that the numbers which I have already given to you, and to which you refer, include any able-bodied persons at all. They are partially disabled, but not so disabled as to prevent them, by making greater exertions, from maintaining themselves by their own labour.

5396. Mr. *Crum Ewing.*] Have you experienced any difficulty in the management of the poor-house as to the discipline of the inmates?—I cannot say that we have experienced any difficulty worth speaking of. By the regulations, any inmate has the right of leaving the house on giving 24 hours' previous notice. I see that it has been stated by others that this right is often abused by inmates leaving the house, sometimes with clothing; and after a day or two's dissipation returning in a state of perfect destitution, and demanding re-admission. We cannot say that this evil has prevailed to any material extent with us. Any inmate pledging or selling his clothes (clothes belonging to the house) is liable to a criminal prosecution. We have adopted that in a very few cases in the course of the last 10 years, and we have found it to be sufficiently effectual in preventing that evil. For lesser breaches of discipline the poor-house regulations prescribed by the Board of Supervision furnish sufficient remedies. We have never had a case of solitary confinement. We are entitled, under these regulations, to place any inmate guilty of certain offences within the house in solitary confinement; but we have never had recourse to that mode of punishment; and now, in fact, the only punishment exercised by the governor is, that of withholding from disorderly inmates the privilege of leave of absence, and in general no other punishment is needed.

5397. *Chairman.*] What do you mean by "leave of absence"?—Any of the inmates may apply to the governor or matron for a day's absence, or two days' absence, to see their friends. That is reckoned a privilege of very great value by the inmates, and the fear of losing that privilege makes them careful that they behave themselves while absent.

5398. But I do not quite understand you; they have the privilege by law of going out at 24 hours' notice, have they not?—That is quite true.

5399. They do not often require leave of absence?—No; not those who wish to leave the house. On the other hand, if persons give 24 hours' notice, and get out with their own clothing, although they should be absent for a day or two, it is no injury to the parish.

5400. Do you mean the clothing of the establishment or their own personal clothing?—If they get leave of absence, of course, they go with the poorhouse clothing; if they abuse that privilege then they are criminally prosecuted before a magistrate.

5401. And you have found no difficulty in prosecuting parties for making away with their clothing or going out of the poor house and selling it?—No difficulty, to speak of, at all.

5402. Then you are more fortunate than your

Mr. *J. S. Brown.*

18 June 1869.

neighbours in the Abbey parish?—It would seem so. I see that they have more frequently prosecutions than we have. I should say from what I have observed, personally and otherwise, that we have a quieter and more orderly population than they have in the Abbey parish.

5403. It was said in evidence, I think, by Mr. Lewis that, independently of the question whether your population is more orderly and less inclined to go out and commit these depredations, they have found a difficulty in this respect, that the law had been so laid down that those persons could not be convicted of selling the property?—The sitting magistrate with us has never any difficulty in finding conviction if it is proved that the clothing that has been disposed of, sold, or pawned really belonged to the poor-house and not to the inmate.

5404. But is not the clothing marked with some particular mark which shows that it is poor-house clothing?—Yes; it is easily identified.

5405. From the quality and make of the material it would be easily identified, I presume?—Yes; both from the material and from the way in which it is stamped.

5406. Mr. *Crum Ewing.*] Does your board put a high value on the lunatic asylum?—We put a high value on the asylum; the board have always done so; and the yearly reports of the Board of Lunacy show that it has fully answered the purposes of a place for the safe custody and proper treatment of the insane.

5407. And as regards the sanitary condition of your asylum, what have you to say?—We have a very low average of sickness in the asylum and a very low average of mortality; and on the other hand, a very high per-centage of recoveries. For the 10 years ending 1867 the average rate of recoveries on the whole number admitted was 69 per cent.; the reports of the Board of Lunacy show that the rate in public asylums during the same period was only 36 per cent. of the admissions. The average rate of deaths to the number resident in our asylum, for the same period, was 7½ per cent., while in public asylums it was eight per cent. on the number resident. The Board of Lunacy have frequently intimated to our board their unwillingness to continue our license, or the asylum, in operation any longer, on the ground that the local board in the county should have an asylum erected for the county itself; but our board have always been of opinion that we have been so successful in the treatment of our patients, and that we compare so favourably with any other class of asylums in Scotland, that our institution ought to be judged by the results of our treatment, and not by any other rule. We are within the town; our premises are but limited, and the Board of Lunacy think that an asylum ought to be situated in a country district which the Lunacy County Board regard as entirely uncalled for, and have resolved to oppose as formerly.

5408. But nevertheless they have continued your license?—About two weeks ago Sir James Coxe, the commissioner, visited our asylum, in one of his periodical visitations, and intimated that the views of the Board of Lunacy were somewhat altered in respect to us, and gave us to understand that the Board would now be in a position, if we consented to make certain additions and enlargements of the courts and otherwise, to constitute us, along with the asylum belonging to the Abbey parish, as the district asylums for the county. But I have had a no this morning from the secretary of the Board, the effect that since Sir James Coxe's visit to place, circumstances have occurred which ha induced the Board to delay doing anything the matter until they more clearly see their w to a proper result.

5409. *Chairman.*] To what may we attribu the more successful treatment in your asylum is there anything in the treatment different fro that of any other asylum, or are your medic men more efficient, or are your lunatics of a cla more curable?—The Board of Lunacy have bee pleased to say that our cases are more mild and they should know best. That is the cau which they assign for our larger number recoveries.

5410. Mr. *Orr Ewing.*] That is not yo opinion?—It is not for me to say whether t Board of Lunacy have indicated the proper cau or no; I look at their own reports, which giv the results which I have stated, from which does appear that our recoveries are greater i number than those in other asylums, and o sickness and mortality less. They say that o cases are of a milder description, and more easil cured; that is their account of it.

5411. Mr. *Cameron.*] Where do the oth lunatics come from that are inmates of th asylum, but do not belong to your parish?—W have, in the first place, all the lunatic poor th belong to our own parish. As the Committe may be aware, the new asylums that are bein erected, according to the arrangements of th Board of Lunacy, are most of them not yo opened, or at least many of them are not yo opened. The one for the county of Ayr is abou to be opened, I believe, and as soon as it is, w shall lose the largest number of patients who we accommodate, who do not belong to our ow parish. It is not because there is a very larg number of that class of people in the county Ayr, that the largest number in our asylu come from there, but solely because they have accommodation in that county for any.

5412. Mr. *Crum Ewing.*] Do you consider th condition of your poor in respect of medic attendance, satisfactory?—I should say it is.

5413. How many surgeons have you?—W have four surgeons. The parish itself stands but a limited area, and is more manageable th many others. It stands on an area of about 8 acres, and it is divided into four districts, with surgeon for each.

5414. What are their salaries?—The salary each is 25 *l.*, with 35 *l.* additional when in atten ance as medical officer for the poor-house. Ea of the surgeons attends the poor-house in rot tion; that is our arrangement.

5415. *Chairman.*] You have no head medic officer?—We have no head medical officer.

5416. Mr. *Crum Ewing.*] And the one th has charge of the poor-house gets 35 *l.* extra?- He gets 35 *l.* extra; that is to say, for the ye that he attends the poor-house he has 60 *l.* year.

5417. *Chairman.*] Then they take it for o year in rotation?—Formerly they took it for o year; but in consequence of a regulation issu about five years ago by the Board of Lunac requiring that the medical officer in attendan upon the asylum should not be changed often than once in three years, each officer now tak it three years in rotation.

5418. Th

8. Then the medical officer in attendance e poorhouse has the charge of the lunatic n as well?—Yes.

9. Mr. *Crum Ewing.*] Do the surgeons the medicines?—They do not supply the ines. We have a contract with a whole- druggist in the town, under which he is to supply medicines both for the poorhouse or the out-door poor, at a cost of 75*l.*

0. *Chairman.*] Is that the allowance for he supplies whatever may be required?— pplies all the medicines needed both for the r and out-door poor for the sum of 75*l.*

1. Whatever the amount required may be? atever the amount required may be. The ce is for the district surgeons to give a r his prescription in the ordinary way; the r takes it to the druggist, and he there is ed.

2. Mr. *Cameron.*] Is that arrangement ctory?—It is thoroughly satisfactory.

3. You have had no fault to find with the y of the drugs supplied?—None whatever.

4. *Chairman.*] Does that include the medi- upplied in the poorhouse as well as out?—It es everything required in the way of medi-

5. Mr. *Orr Ewing.*] It does not include ants, I suppose?—No; only medicines

6. *Chairman.*] How are stimulants pro- ?—We have a contract with a spirit mer-

7. Mr. *Miller.*] Is the expenditure on that arge?—No, it is very moderate, indeed; I say, speaking from recollection, that the e of stimulants, whisky and wine, is from year to 40*l.*, according to the treatment of edical officer; some of them approving of ants to a much larger extent than others; think was the highest sum that was paid one year for the last 20 years for stimu- and we have been as low as 15*l.*

8. That applies only to the poorhouse, I ne?—Only to the poorhouse and asylum.

9. Mr. *Anderson.*] You could not state it, s, in the number of bottles, as compared he number of inmates, as we have had it heretofore?—No.

0. Mr. *Cameron.*] Is your contract so much n, or how is it?—So much a gallon.

1. Mr. *Orr Ewing.*] You do not contract nuch a year for stimulants?—No, we just r what is supplied under the contract.

2. It would have an injurious effect if you o much of stimulants supplied, but not if ad too much medicine?—Yes.

3. Mr. *M'Lagan.*] Was there no reason ch a large outlay for stimulants in that ular year?—No, none; when it reached 40*l.* only a different mode of treatment adopted e medical officer.

4. There was not more fever in that year? , not more disease of any kind.

5. Mr. *Crum Ewing.*] Paisley has been ct to great vicissitudes of trade and great ations, I believe, and great scarcity of work, sequence of which people have been thrown employment; now, what has been your ce during these years of great distress?—I our first great distress in Paisley was in ear 1826. The next was an extraordinary 2.

distress in 1842. We had another stagnation in 1847. All these were met by voluntary contributions, and the relief was administered by committees of local gentlemen. The next general distress was in 1851. Great efforts were made then, as formerly, to get up voluntary subscriptions in order to meet that distress, but without success, many of those who formerly contributed refusing to do so in 1851, alleging as a reason for it that many of the community equally bound were not willing to contribute anything, and on the principle that the distress ought to be met by a rate to which all that were able should contribute.

Mr. *J. S. Brown.*
18 June 1869.

5436. What did you do then; did you consult with Sir John McNeill?—There was a pressure put upon us, partly by the magistrates, and partly by the able-bodied poor themselves. We delayed a considerable time, the thing being entirely new to us, no relief of this kind ever having been dispensed before; and Sir John McNeill came down to the town and had an interview with the authorities, and impressed them with the conviction that the distress ought to be met by the poor rate; he stated that the opinion of eminent counsel had been taken as to the legality of applying the poor rate for this purpose, and that that opinion was entirely in favour of it, that although the able-bodied poor had not a legal right to demand relief, the boards possessed a discretionary power to give them relief when they thought right. The result of this conference was, that the parochial board of Paisley, and also the parochial board of the adjoining parish undertook the duty of meeting that distress. I can state to you the duration and the cost of that particular distress. It lasted 38 weeks; the heads of families relieved were 210; the money expended was 482*l.* The next distress was in 1855; it lasted 19 weeks; 537 heads of families were chargeable; the amount expended was 885*l.* The next distress was in 1858, lasting 20 weeks; 1,035 heads of families were relieved, and at a cost of 2,197*l.* Since 1858 there have been only two similar occasions, the first in 1862, the other in 1864, lasting each for shorter periods than the foregoing; 304 heads of families being chargeable at a cost of 283*l.* We have had no distress in Paisley since 1864. During these five periods all the relief given to that class of poor was given out of the poor rate, and I give in relative report made by me to the magistrates as to the three first-named periods. The board, I daresay, would be at a great difficulty to know what to do in the present state of the law since the decision of the House of Lords in the case of Isdale *v.* Jack in 1866, finding that this relief was not legal. I am quite sure that the community of Paisley, in the event of any distress occurring, would be in the greatest possible difficulty to know what to do.

5437. Can you give me the opinion of your board with regard to the question of having a discretionary power to relieve the able-bodied poor?—Our different boards that have been in office since 1851 have had no difficulty at all about it. The thing has not, in point of fact, turned out to be so formidable as was formerly thought. They are of opinion, unanimously (I should say, that there is no difference of opinion among the body), that parochial boards ought to have a discretionary power to relieve this class of poor whenever the distress is very general, and the destitution actually ascertained. On the whole,

Mr. *J. S. Brown.*

18 June 1869.

whole, they are of opinion that that is the best way of meeting such periods of distress.

5438. Mr. *Armitstead.*] You found that there was no abuse; you really relieved the deserving poor?—The ground of relief given was not so much ascertaining that the applicant was deserving as that he was starving. That was the ground on which we dispensed relief. I should say, in answer to the question now put, that I think the relief was judiciously administered, that is to say, that it was given to those who stood in absolute need of it, and who had no other way of living or getting through the period of distress. We did not need to prosecute a single case of imposition during all these five periods of distress, except one case. In one case it was ascertained that there was an income sufficient, which had been concealed by the applicant, and the result was, that we thought it proper to bring the case before the magistrates, and he was sent for some 10 or 20 days to prison. That was the only case of imposition which, so far as I know, occurred during these five different periods of distress.

5439. *Chairman.*] If you take the datum line to be absolute starvation, why should you limit that datum line only to these exceptional cases of distress. You will have cases of absolute starvation amongst the able-bodied poor in every year almost; why should you limit the discretion of the parochial board to relieve these cases to periods of great distress only, such as those to which you have pointed?—In reply to that question, I should say, that even at other times if any person should apply to us, and if the result of our inquiry should be that although he was able-bodied, he was in actual starvation, we would relieve him in some form or other. For instance, on a very few occasions individual persons, who are able-bodied, have applied for relief within the last year or two, and in their case it was found that they really were in want, that they had no visible means of living; and to those persons we supplied work, paying them according to the value of their labour.

5440. Without inquiring into the causes that led the party into that state?—We know that their employment was such that they could not get work at the time.

5441. Mr. *Orr Ewing.*] I suppose that you make this distinction that when you find an able-bodied man asking relief when trade is good, you inform him that he has no right to be relieved?—As a general rule we go on that principle.

5442. And the reason why you recommend that he should be relieved when there is a general distress, is because you know that however willing to work he cannot get work?—Yes; I should say also that while we do in these individual cases give relief in the way that I have stated, that is to say work in place of relief, paying them for their work, we do not recognise the right of any individual to relief when trade is good, believing that private charity would be sufficient to meet an individual case; and few individuals are so friendless as not to have some persons in the community who would supply their wants for a time.

5443. *Chairman.*] When you say that you provide them with work, that is to say you make work for them?—We make work for them. We have a few acres of ground in connection with our poorhouse, and we can send them down there with a spade; and we have also a weaving establishment; and I may say that we h seldom an application for relief except fr weavers. Handloom weaving is going do and it is in that department that these cases mo occur.

5444. Mr. *Crum Ewing.*] Many times, I s pose, a man has his web out before he can another?—Yes.

5445. Would you have that discretion power acted upon only under the control of Board of Supervision?—I would not be dispo to limit the power of parochial boards in any w further than they are limited now, either in t or in any other department.

5446. You think that when distress of t kind occurs the parochial boards should ha power to act themselves?—Yes.

5447. And not have first to obtain the sanct of the Board of Supervision?—I should say They are perfectly competent to judge whet relief should be given or no, and they will n give it too readily, for they have to pay t money.

5448. *Chairman.*] But how would you propo to limit the occasions upon which this discreti might be exercised?—It must be left to t wisdom of the parochial boards necessarily.

5449. Then it amounts to this, that you wou suggest that an amendment should be made in t law, giving you absolute discretion at such tim as to the board might seem proper to relieve t able-bodied?—Yes.

5450. You would not limit it in the Act to p ticular occasions to be defined, a certain amou of distress, and so on?—I should have no o jection if it was thought necessary to describe t occasions as fully as possible.

5451. You would find it rather difficult, I su pose, to describe them sufficiently?—Perhaps

5452. Therefore it would come to this, th you would recommend an absolute discretion be vested in the parochial board, independen entirely of the Board of Supervision, to relie able-bodied persons in such cases as may app to the parochial board to be deserving of reli —Yes; the distress being to some extent gene and the destitution actually ascertained.

5453. But those are vague terms, and if into an Act of Parliament, it would be very di cult to know what is "general distress"?- should say that, as compared with Glasgow instance, we understand from time to time real position of trade in the town much bet than they can do.

5454. But if you were to put these gene words of limitation in an Act, they might be r differently in Glasgow from what they were Paisley, and differently in Edinburgh from w they might be in Glasgow, so that there wo be no rule possibly applicable by Act of Par ment. It would merely come to this, that y would have a general discretion to give this lief; would it not be so?—Well, it must be s

5455. Mr. *Orr Ewing.*] I think you said t you would not recommend it to be done exc when general distress existed?—Only when distress was general.

5456. *Chairman.*] Do you mean general o the whole of Scotland, or in the parish?—Gen in the parish or locality.

5457. Do not you think that to give suc discretion by Act of Parliament would create impression in the minds of the working cla that they had really a right to get that re

ur

der all circumstances?—I do not think it. lo not think that, so far as the poor working n is concerned, it will make any difference to n whether the relief be from a fund volun- ily contributed by the locality, or from poor rate. Indeed I should greatly prefer poor rate for one reason in particular; t if the relief is from a fund raised by vo- tary contributions and dispensed by a com- tee of gentlemen unaccustomed to the rk, and extemporised only for the occasion, essarily the management will be more loose; y will be in the way from day to day of ad- ting parties to the roll who may not be proper ects of relief, or may not be destitute; that is to , they have not the machinery to ascertain that.

5458. That is rather another question, as to w the fund should be administered, and by om. No doubt it may be the case that a body e the parochial board, with its inspectors and on, would be more competent to decide what re the deserving cases; but that may be the e whether the funds are raised by voluntary tributions or by legal assessment. My ques- n went to this; would not the fact of creating iscretion in the parochial board to apply the s to the relief of the able-bodied engender in able-bodied a conviction that they had a al right to demand that relief?—I do not nk it. I am not of that opinion.

5459. Do not you think that the new law, ich has given a more clear and definite notion the right of the deserving poor to get relief of the rates, has created a stronger belief in absolute title of persons to come upon the s for relief?—There is no doubt that a legal vision, a poor-law itself, has more or less that neral tendency, and that tendency will no ubt prevail to some extend in regard to what are now speaking of. That must be ad- ted; but I do not think that the tendency uld be greater there than anywhere else. ring these five periods it was believed, it was general impression in the community, and had no reason to doubt it, that the board had power to grant the relief that they did give. ll, we did not observe any evil consequences n it. We never found that the working ple were disposed after that to apply for ef when they did not need it. They never lied for relief except when they were in real nt.

5460. Yes, but their want may arise from ious circumstances. The want may arise n no fault of their own, but it may also arise great measure, if not entirely, from their own providence; and if you gave them the impres- n that they were under any circumstances itled to come upon the rates, would not that e a demoralising effect upon the able-bodied ulation?—I do not think that it would, any ther than a legal provision for the support of poor generally would have.

5461. Mr. *Orr Ewing.*] I suppose that you er knew a general distress come upon a loca- from the act of the working classes them- es; it is generally from some crisis in the mercial world?—Always.

5462. And your wish is only to give a legal nt to the authorities of the parish to grant ief to the hard working industrious poor, who, n no fault of their own, are put into the sad ition of being unable to get work?—Yes; have exactly expressed my opinion.

5463. Mr. *Hamilton.*] I understand you to say that all general distress arises from public reasons; but would that apply to strikes?—We do not recognise them.

5464. Do not those strikes create distress?—Such periods have never been called periods of distress in our district.

5465. Mr. *Orr Ewing.*] When a strike does take place, the trades in other parts of the country immediately support the men on strike, and therefore it does not create general distress?—Just so.

5466. Mr. *Miller.*] Do you know that you have strikes in Paisley?—Yes, we have strikes in Paisley as elsewhere. We have never found that they were the cause of applications for parochial relief.

5467. Mr. *Hamilton.*] Still you do not give an opinion that it cannot be the case that they should have such an effect; only that it is not so in your own experience?—Still I should think that parochial boards would take good care that they did not recognise such cases.

5468. Mr. *Orr Ewing.*] You never give relief to any body of men out on strike?—Never.

5469. Mr. *Crum Ewing.*] During these periods of distress that you have enumerated, there were no strikes, were there?—None; it was actual depression of trade; want of employment.

5470. Mr. *M'Lagan.*] I suppose you will not deny this, that if you once give that discretionary power to the parochial board, it is the first step towards recognising the right of the able-bodied poor to relief?—Well, in principle, if a man is starving, I do not see but that he ought to be relieved. We cannot allow any person to die of starvation.

5471. Mr. *Orr Ewing.*] Do you consider it more humane to give relief to the well-doing man who cannot get work, though he is able-bodied before he is disabled by disease from want of food, than to wait till he is brought into that state?—Yes.

5472. Mr. *M'Lagan.*] But that is not the principle of the Scotch poor law; whatever the humanity may be, still it is not the principle of the law?—And that is the reason why I propose that a discretionary power should be given to parochial boards, so far as making an alteration in the present law.

5473. Mr. *Miller.*] I think you said that out of every hundred applicants who had been offered the poorhouse there were 40 who, rather than go into the poorhouse, went off and found work for themselves?—Yes.

5474. Do not you think that this alteration of the Poor Law that you seem inclined to approve of would increase that class of people greatly?—I do not think that it would affect that class of people in any way; for I have already explained that there are none of those people able-bodied; none of them can be certified by a surgeon to be able-bodied; they are partially disabled, but not to such an extent as, in the opinion of the parochial board, should justify them in putting them upon the poor's roll.

5475. But the people that I allude to are able, according to what you have stated, to gain a livelihood for themselves?—But they are not, therefore, able-bodied.

5476. But they are able-bodied enough to gain a livelihood for themselves?—Yes.

5477. And you think that that class would not be

Mr. *J. S. Brown.*
18 June 1869.

be increased by the alteration of the law which you propose?—I do not think it; in fact, I do not think that this discretionary power, which I think the local board ought to have, would affect the operations of the parochial board at all, except at these periods that I have described, periods of general distress and undoubted destitution.

5478. *Chairman.*] But would it not be a recognition of the principle that the poorer portion of the population are entitled of right to demand subsistence from their more wealthy neighbours?—It would be so far that.

5479. And do you consider that a proper principle of legislation?—It would not be free from that inevitable evil of a poor law. The very existence of a poor law, more or less, creates and extends the evil, it may be said, which it is meant to remove; that would apply to the able-bodied as well as the ordinary poor.

5480. Would you consider that as a proper principle to recognise in legislation?—That goes back to the question whether it is right that there should be a poor law at all.

5481. I want to know your opinion upon that, because you have had a long experience?—My opinion is that, in present circumstances, looking to the present condition of society, and in particular to public opinion, a legal provision is necessary as yet. What a change of public opinion might bring about, and what a change of habits on the part of members of the community might come to in future, I do not know.

5482. But putting aside the question of public opinion, and going upon the broad principles of political economy, what is your opinion upon this matter?—I do not think that my opinion is of any great value in the matter. I really would have a difficulty in indicating what my opinion was on that subject. It is a very difficult subject, and it is not easy to balance the advantages and disadvantages of a poor law. It is very difficult indeed; perhaps most difficult for a person situated as I am daily in the heart of the business. I am not so well able to form a judgment as those who are more favourably situated.

5483. Mr. *Miller.*] I would like to know what you mean by "the habits of the community"?—I mean this: that the time may come when the members of the community may be more alive to the wants of their poorer brethren, and more ready to relieve their necessities than they now are.

5484. *Chairman.*] Do you believe that if the Poor Law were swept away to-morrow, people would starve?—Well, I do not believe they would. I have sufficient confidence in the charity and beneficence of the community to believe that no one would be allowed to starve.

5485. And do not you think that it would be a better state of things that the Poor Law should be swept away, and that relations and friendly charity between all classes should be re-established?—In a better state of things I can conceive quite well that a poor law would not be needed.

5486. Mr. *Orr Ewing.*] But is it not the case that before the Poor Law of 1845 many of our poor were very much neglected, especially our lunatics?—I think that is quite true.

5487. *Chairman.*] But before the Act of 1845 the principle was still the same; it was a poor-law principle, that by law people should not be allowed to starve?—The relief was inadequate, or people in Scotland had not reach that condition in which I think a poor law mig be dispensed with; that is to say, they were sufficiently alive to the wants of the poor, consequence of which there was, in point of fa inadequate provision made for them.

5488. But the principle of the law bef 1845 and after 1845 is the same?—Well, I not say that even now the change could be ma all at once without great suffering.

5489. I am not speaking of a sudden chan because, of course, we all know that a sudd change creates greater evil for the moment; b looking at the matter on broad principles, presume that you do not consider that the p are even now as well provided for as they mig be?—I should say, in a general way, that th are pretty well provided for.

5490. When you come to have to raise rat and to dip by act of law into a man's pocket, charity gets smaller and smaller, does it not? Very often.

5491. And you have the arduous task to p form in your position of reconciling the feelin of the ratepayers with the wants and necessit of the poor?—Yes.

5492. And a very arduous task, no doubt, y have found it?—Well, I must say, to the cre of the ratepayers of Paisley, that they have nev grudged their contribution by a poor rate for t support of the poor, although it has always be very high, our rateable rental being so limited

5493. Let me ask you, how did you provide these five periods of distress the funds for lieving the able-bodied; was it by a special rat —No; if we fell behind, we had just to increa the rate for the following year.

5494. You just borrowed the money in t meantime, and repaid it out of the future rat —Yes; we have had no supplementary asse ment.

5495. Mr. *Miller.*] Do you think that t Poor Law had any effect in 1851 in largely doi away with those charitable feelings of the Pais community which they exhibited in 1847?—I not feel myself able to give what might be satisfactory answer to that question; I wou rather be inclined to think that the sources private charity are as great now as they we then, but that the condition of the poor is a gr deal better.

5496. Then you cannot explain the falling of voluntary charity in 1851 from 1847?—arose chiefly, if not wholly, from the fact th many who were able and willing to contribu refused any longer to do it, because so ma members of the community refused to pay an thing.

5497. Do you not think that the Poor Law lead to that effect?—It might have had a certa effect in that direction.

5498. Mr. *Orr Ewing.*] Perhaps, in 1847, t board did not think that they would be empo ered to assess the parish for money to relieve t able-bodied poor?—Our board, prior to 18 did not think that they had power, but wh Sir John McNeill intimated to our authorit that the Board of Supervision had taken t opinion of the most eminent counsel in Edinburg and that their opinion was, that it was qu legal, and that the boards had the power, th they were ready to act upon it.

5499. Mr. *Crum Ewing.*] The board were r anxious themselves to do it?—I would say th th

ey were very far indeed from being anxious to it in 1851, because it was something quite w and strange to them, nothing of the kind er having occurred before; but since 1851 they ve willingly gone into this mode of relieving tress, and upon the whole they have no doubt to its being the proper way of meeting such iods of distress.

5500. And the opinion of your board, I think, u stated before is, that there ought to be that cretionary power given by an Act of Parliant?—Yes.

5501. *Chairman.*] Was the decision of the use of Lords in 1866 a decision that the ablelied poor had no right to demand relief, or did go to the full extent of saying that the parochial ards had no right in any case to deal with the es and give discretionary relief to them?—It s to the effect that it was misappropriation of poor rate to give it to anybody that was ablelied.

5502. Mr. *Crum Ewing.*] Will you give us an count of the mode of assessment practised in isley?—The mode of assessment in operation Paisley is rental, with classification. I will oduce a tabular statement of the same with a ther statement for the two years ended 1868, owing the operation of it on each class separely.

5503. Will you state what the purport of that —The rate on heritages is fixed so as to lise, after making the usual deductions, one-f of the whole assessment for the year. nants and occupants are arranged into six difent classes, according to the purposes to which subjects occupied are applied. First, banking ces; second, writers' and accountants' offices; rd, warehouses and dwelling-houses; fourth, blic works; fifth, retail shops; and, sixth, ds held for agricultural purposes. The rates cessary to realise the other half of the assessnt are fixed on these various classes on the folying principle; that class second shall pay a e three-eighths less than that of class first; ss third one-fifth less than that payable by ss second; class fourth one-fourth less than t of class three; class fifth two-ninths less n that of class four; and class six one-half s than that of class five. In accordance with following example, class first, 4*s.* per pound; ss second, 2*s.* 6*d.*; class third, 2*s.*; class rth, 1*s.* 6*d.*; class fifth, 1*s.* 2*d.*, and class th, 7*d.* These rates are, of course, fixed as presenting the relation of the rent of the emises to the profits derived from the business ried on in them,

5504. *Chairman.*] What year are you speaking just now?—I am speaking of the mode of eration in Paisley, which has been in use since 49. These were the rates that were in eration in the year 1850-51.

5505. The reason I ask you the question is, t I have before me a return for the year 1865, d I find there that class one was 3*s.* 6*d.*?—ass one was 3*s.* 6*d.* then, ranging downwards 6*d.*

5506. Mr. *Orr Ewing.*] What class would the . 6*d.* apply to?—Banking offices.

5507. And to what class would the 6*d.* apply? Agricultural lands.

5508. That is to say, the occupiers of them?—s. I have a tabular statement here showing e rates from 1845, which I will give in if the Committee think it of any value. (*The same was handed in*, vide *Appendix.*)

5509. Mr. *Miller.*] Does it include 1845?—It includes 1845-46; the first assessment under the Amendment Act.

5510. You do not happen to have the last assessment under the old law?—No, but I could get it.

5511. Mr. *Crum Ewing.*] What was the gross rental of the parish of Paisley in 1846?—In 1846 the gross rental was 49,592*l.*

5512. And in 1868?—£.70,860. In 1850 it had risen to 51,000*l.* and upwards; in 1855 to 58,000*l.*; in 1860 to 63,000*l.*; and in 1868 to 70,860*l.*

5513. *Chairman.*] What were the various classes in 1868?—The rate on heritage was 1*s.* 1½*d.*, and on tenants 3*s.* 5*d.*, 2*s.* 2*d.*, 1*s.* 9*d.*, 1*s.* 4*d.*, 1*s.* -½*d.*, and 7*d.*

5514. I see by this return which I have before me, made to the House of Commons, for the year ending May 1865, that the valuation roll was 52,654*l.* in that year?—Yes.

5515. Then, had that risen to 70,000*l.* in 1868?—No; that is the gross rental. The valuation for 1868 was 56,783*l.* after the deduction of 20 per cent., 20 per cent. being deducted under the 34th section of the Act.

5516. You take 20 per cent. off everyone?—Yes, except lands; such agricultural lands as we have less, I daresay than 1,000 acres, are trifling in respect to the bulk of our parish; otherwise our premises are all of the same kind, all buildings, and we give a general deduction of 20 per cent.

5517. What is the object of giving that deduction as it is the same for all?—We must give it in terms of the Poor Law Amendment Act; we must make a deduction from the gross rent to provide for repairs, insurance, and matters of that sort.

5518. Mr. *Hamilton.*] Do you give the same deduction to all property?—Our property is house property; we do not make any difference there, unless in very special cases.

5519. What do you do with railways?—We have made a composition with railways, and it amounts to about 26 per cent.

5520. Very little more than you give to house property?—Yes.

5521. You think that railways are, with that slight difference, in much the same position as house property?—Yes.

5522. Mr. *Miller.*] Do you give them that 26 per cent. over and above what they are entitled to under the present Act?—Yes.

5523. That is about 31 per cent., is it not?—Yes, I think it is.

5524. Then you give to railways 57 per cent. deduction, adding the 26 to the 31?—It will come to that.

5525. *Chairman.*] The change made in the law is a change in the valuation of the railways which applies to all rates, whether poor rates, or county rates, or police rates, or any other; but with regard to the deductions allowed by the Poor Law Board, is there any change in the allowance which you make to railways since the Act of 1867, which altered their valuation?—No, I cannot say that there is any. In addition to the deductions allowed by the public valuator, we give them a further deduction of about 26 per cent.

5526. Did you always give that same deduction?—Always about that.

5527. You always gave a deduction of 20 per

Mr. *J. S. Brown.* 18 June 1869.

cent. on your house property, but on railways you always gave a deduction of 26 per cent. on the actual value in the valuation roll?—Yes.

5528. Mr. *Miller.*] Do you assess railway companies now the same sum as you did formerly?—The valuation has not been the same from year to year.

5529. Supposing it were so?—We have given them from 22½ to 26 per cent. of deduction in addition to what has been allowed by the public valuator.

5530. Previous to the recent Act, did you give any more or less deduction than you give now?—Just about the same; it may have varied 1 per cent. or 2 per cent., but not more.

5531. Is the sum given to you now upon which you assess greater or less than what you had previous to that Act?—It is much the same; not exactly the same, because the sum is never the same from year to year; there is always a little variation, sometimes more and sometimes less. In this last return which we have I think the valuation is considerably less than in the previous year.

5532. *Chairman.*] What the honourable Member wishes to ascertain, I presume, is this; since the alteration in the mode of valuing in railways, has the actual sum poured into your coffers out of railways towards the poor rates been less materially than it was before, taking the average?—Not less materially.

5533. Mr. *Orr Ewing.*] What is the amount that the railways passing through the parish of Paisley are valued at?—I am not prepared with the exact amount; I think about 2,700 *l.*

5534. *Chairman.*] Is the railway station in your parish?—Yes.

5535. Therefore they pay upon the whole of their property in your parish?—We have only about a mile of railway altogether.

5536. Mr. *Orr Ewing.*] And part of it is in Abbey?—The largest part of it is in Abbey parish.

5537. Mr. *Miller.*] Your assessment upon the station, I suppose, is something considerable?—Yes.

5538. Mr. *Crum Ewing.*] Does the present mode of assessment give satisfaction to the community; perhaps in answering that question you will give us an account of what has been done from 1845, with regard to the changes in the mode of assessment?—We had what was called means and substance prior to 1845, prior to the passing of the Amendment Act. The Amendment Act provided that the assessment for the poor might be on rental. The magistrates and town council, immediately after the passing of the Act decided that they would adopt rental, rental without classification, and that continued in operation for a period of three years. At the end of that time there was an agitation got up in the town by a small but very earnest section of the community in favour of a return to means and substance, and they managed to elect managers at the following election favourable to their views, and the result of it was that they applied to the Board of Supervision for the adoption of the third mode of assessment laid down in the Amendment Act, that is a uniform rate on heritage along with means and substance, and that was accordingly carried into operation in the year 1849. Under this mode the assessible heritage was a little more than 40,000 *l.*, and the income from means and substance a little more than 74,000 *l.*, in all giving an assessible basis of 114,000 *l.* To realise the assessment for that year 6¼ per cent. was imposed, which should have yielded 7,169 *l.*, but the heritage fell short 100 *l.*, and the income fell short 516 *l.*, so that the whole sum realised during that year was 6,555 *l.* instead of 7,169 *l.*

5539. *Chairman.*] What was the cause of these shortcomings in the rate?—I could not express the difficulty that the parochial board had to encounter in carrying out during that year this mode of assessment, it was found so difficult. It was very distasteful to the great body of the ratepayers. The extraordinary number of the appeals, the inquisitorial nature of the work, the necessary exposure of the private and business affairs of the inhabitants, made it generally distasteful in the community so that those who were formerly in favour of the change, and even some of the members of the board who were elected to carry it into operation, were glad to get quit of it, and it accordingly was got quit of next election, all the candidates being for rental. In order to bring matters as near as could be to the views of those who had been in favour of income from means and substance, they did not adopt rental by itself, but with classification; so that the rates at least applicable to tenants were framed as near as they could be according to the means and the ability of the people to pay; and this present mode of assessment has been, I may say, universally acceptable to the community; no complaints from any quarter have ever been made against it, and the sucessive parochial boards have all very highly approved of it. In point of fact, although it may seem a little strange, it is thought that it accomplishes the views of the supporters of means and substance far more than the mode of means and substance itself.

5540. I understand by that you have arranged your classes not so much in respect of the actual lands and heritages which they occupy, but in respect of the assumed means and wealth of the class?—Certainly.

5541. That is not a very usual system throughout Scotland, is it?—There is a considerable number of parishes in Scotland which have adopted what is called rental with classification but I believe there are not many that have made so complex a system of it as we have.

5542. In an urban parish it would be found more easy to use such a mixed system, so as to tax parties according to their wealth, than in a rural district, would it not?—Yes, probably it is.

5543. You could not adopt this system in a rural parish with the object of getting the more wealthy proprietors to pay in proportion?—No.

5544. You say it was felt to be inquisitorial what was the mode of ascertaining the means and substance that was felt to be so inquisitorial?—Well, our committee went over the roll and fixed as near as they could judge the several incomes of the inhabitants; and in almost all cases there was an appeal from them, and then there was an unnecessary exposure; no person could appeal from his assessment and give the reasons of his appeal without exposing his private affairs to those who perhaps were engaged in the same business as himself, and living in the same neighbourhood.

5545. And is the collection of the income to be found to be inquisitorial?—I do not know that I should give any opinion about that. I do not know anything about it.

5546. Yo

5546. You have never thought whether the achinery of the income tax might not be applied collecting the local rates?—My own impres-n is that however readily people may agree to y a national tax, they would be very unwilling pay a poor rate upon income. I am judging m what has already taken place in Paisley.

5547. Do you mean that that would lead you this conclusion, that really it is the wealthier rtion of the community that have got quit of s means and substance tax?—There is no ubt that we have now a larger number of rate-yers under the present mode of assessment an we had under the mode of means and ostance.

5548. In what direction has that increase en; has it been an increase in the wealthy izens, or rather in the poorer classes?—The rease has come down further, and has included arger number of the working classes. No one uld be assessed under the mode that was opted in 1848-49, unless he had an ascertained come of upwards of 30 *l.* Now a man might ve 30 *l.*, or he might have 40 *l.* or 50 *l.* or 60 *l.*, d it often was a difficult thing to prove that had more than 30 *l.*, and therefore he escaped. do not think it any evil that the working ople have to contribute to the poor rate.

5549. Is it not felt as an evil amongst the louring classes that they should be brought in, ile their wealthier neighbours comparatively cape with a lighter burthen?—Their wealthier ghbours do not escape; they pay in propor-n at least to their heritage, and to their occu-ncy; and the working man pays of course y on his occupancy, and according to his small nt. I think that the relief of the poor is a duty ural and moral, and binding on all, the work-men as well as the wealthy men.

5550. Have you not found in experience, that you rated the poor man, going towards the nit of pauperism, you created an impression ongst the poor that the poor rate was a sort of urance fund, and that therefore they had a ht to throw their relatives upon the roll rather an relieve them themselves?—All my expe-nce in Paisley goes the other way. The result what I have seen in Paisley is this; that if a n gets into the habit of paying his poor rates, is the very man who is least likely to apply relief for himself or his family, or his friends. have not found that result which you speak of, t he is inclined to throw off the burden of lping his friends upon the poor rate.

5551. Do you mean to say that the poorer sses of the labouring population are able both pay the poor rate and to support their own or relatives?—That may or may not be in par-ular cases; we do not ask the working man to pport his friends if they apply for relief, unless find that he is quite able to do so.

5552. I do not ask what you ask him to do; t the law recognises the duty of certain rela-es to maintain their relatives, and has not that ase of duty and that practice been rather di-nished since this Poor Law came into opera-n?—I think your question may be met thus; am quite sure that the numbers that I have ven you do not show any increase in the num-r of our poor; if that which you suggest had en the effect we should have had a larger mber of poor. Now neither our applications, r the number of our poor, on any particular y of the year, have increased since 1845.

5553. But they have not diminished?—They have diminished rather than otherwise; at all events they have not increased.

5554. You gave us, a little while ago, the number of applications in the year 1849, and the number of applications in the year 1868-69, and the difference is 46 more in 1849 than in 1869; but 1849 was a very exceptional year, was it not?—Yes; in 1849 business in Paisley was very flat.

5555. Therefore, really, if you eliminated the exceptional circumstances, the applications in 1869 were quite as great if not rather more than in 1869?—I do not think that the difference would warrant us in saying that it was sufficient to account for such a result as you indicate, that of working men having a greater disposition to throw off the burden of their poor relatives upon the poor-rate. It is a surer test that our registered poor in 1847 were 910, and in 1868 only 826.

5556. How many applications for exemption from the payment of rates on the ground of inability to pay, have you in the course of a year?—Last year the number of appeals actually received was 636; the number sustained and exempted was 532.

5557. What is the total number of your ratepayers?—In round numbers 8,000.

5558. Do these numbers of applicants and the proportion relieved from payment of rates present a fair average in each year?—I said that the appeals received were 636, and that the great bulk of those were sustained; but there are a very large number who are relieved on the ground of poverty, but who did not appeal; persons who could not write and who have not activity to go about bringing in a special appeal; now there are upwards of 3,000 of these who, although there was no actual appeal lodged, have not been proceeded against and will not be proceeded against, their circumstances being thoroughly well known to the collector and the Board.

5559. You mean that out of 8,000 persons, 3,000 are absolutely relieved from payment of rates?—3,940.

5560. Mr. *Crum Ewing.*] Going back to the point you were last upon, you say that in 1848 an agitation was got up in Paisley to get the mode of assessment changed?—Yes.

5561. And they succeeded in getting in a number of persons into the Board who were against rental and in favour of means and substance?—Yes; then in the next year there was a change back again in favour of rental; that mode of assessment on means and substance lasted only one year, and in 1849-50 we returned to rental, but with classification; and that is the mode of assessment which has been in operation since, and which I have said is entirely acceptable to the great body of the ratepayers.

5562. And so unpopular was the mode of assessment on means and substance, that those very men who were elected to carry out that system, became against it?—Some of them, I have reason to believe, were very glad to get quit of it.

5563. And the result was, that at the next election new managers were elected, all in favour of rental?—Yes.

5564. In 1848-49 how many persons contributed to the assessment?—Only 2,180 were assessed, and I think only about 1,861 of those paid, the others not having paid, and the Board not having found sufficient grounds to warrant them

Mr. *J. S. Brown.*

18 June 1869.

them to proceed against them to prosecute. Last year, the year 1868, we had 4,262 persons who actually contributed to the fund in the place of these 1,861 or thereby, under means and substance.

5565. That fact affords an illustration of the imperfection of the mode of assessment in 1849?—I should say so.

5566. And of the difficulty which the Committee had in managing upon means and substance?—Yes.

5567. *Chairman.*] Could you give the rate per pound on means and substance?—Six-and-a-quarter per cent. It pressed with the most remarkable severity against persons, such as clergymen who have a low or a limited income. A minister, with such a salary as some of the parish ministers have, of only 200*l.* a year, had to pay something like 12*l.* or 14*l.* for that year, whereas under the mode of rental they might only have to pay, say about 2*l.*

5568. Mr. *Miller.*] Do you assess the clergyman?—We have no manses.

5569. Mr. *Crum Ewing.*] I think you have stated that you consider that it would be very cumbersome to collect the rates through the assessor of income tax?—Well, that is a matter that I could not have any confidence in saying very much upon; but this I can say, that I do not see very well how you could get along without having the presence and assistance of a collector, a person specially appointed to collect the rates. I think that that is necessary and proper, and I think it is most economical; the cost of our collection is only slightly more than 2½ per cent. Then again there is the necessity of having the regular attendance of a collector at the Board to supply information needed in the disposal of appeals, he having peculiar opportunities of acquiring, from frequent domiciliary visitation and otherwise, particular information as to the condition of the appellants. Then again, the Board need to be furnished, if possible, and their inspector from year to year, with his roll of householders, in order that the same may be available in ascertaining the various residences of the applicants for parochial relief; it affords thereby means of checking the statements of paupers as to where they have been living, in order that we may know whether they have a claim on the parish or not. It is also desirable that whenever required, either for parochial, municipal, or parliamentary elections, the collector should be at hand to furnish necessary lists. I do not see very well how we could dispense with the services of a collector in the present state of matters.

5570. *Chairman.*] But if the Government collector collected your rates he could furnish you with this information?—That may be true.

5571. Mr. *Crum Ewing.*] Have you much difficulty in collecting your arrears?—There is always difficulty in collecting arrears; difficulty with parties able but unwilling to pay, and who will not pay until proceedings are taken against them; but I do not think that there is any difficulty arising from the present state of the law sufficient to warrant our asking any alteration of it.

5572. It has been suggested that the collector ought to have a power to arrest the wages of working men. What is your opinion on that matter?—I have heard that suggestion; and I think that it would not be advisable to arm collectors with such a power. I think that it might in some cases, perhaps in many, be exercised with too much severity.

5573. Mr. *Miller.*] Are your arrears a large amount?—Our arrears are a very large amount, but then they are due to the case of parties who are notoriously unfit to pay. We have a very great proportion of our population very poor, and occupying very poor premises, very low rented houses, 3*l.* and 2*l.* 10*s.*, and 2*l.* and 1*l.* 10*s.* On this subject our collector says:—"In 1868 I made two lists of the persons in arrear of poor rates, one of 530 persons who I believed were well able to pay, although they had formerly resisted payment under the usual summary warrant. To 400 of them I gave notice that I would proceed against them, by action in the sheriff's court" (by way of small debt action), "unless the rates were paid by a certain day, the result being that 158 paid within the time and 156 were proceeded against, and their rates recovered. The other list consisted of 924 persons" (that is the list of persons who were contained in the general summary warrant), "against whom the sheriff granted a summary warrant, of whom 594 paid, 139 were removed from town" (out of his reach), "and 191, from poverty, were not proceeded against."

5574. Can you give the per-centage that the irrecoverable arrears would bear to the whole amount?—The table I have given in shows that fully, not only upon heritage, but also upon occupancy, and separately in each of the six classes.

5575. *Chairman.*] You say that the number relieved, whether upon their own application or by the voluntary action of the Board, was 4,000 out of 8,000 ratepayers in 1868?—Yes; our situation in Paisley is peculiar, and it is necessary to state that in explanation of that fact; it is an extraordinary fact that out of 8,000 persons whom we assess for the support of the poor, only one-half actually contribute, that is to say, that there are nearly 4,000 who do not pay; now that arises from the fact that we have a much larger proportion of working people and of very poor working people than in other towns and parishes; we are quite peculiar in that respect.

5576. Sir *Edward Colebrooke.*] And are their dwellings poorer and lower rented?—Their dwellings are lower rented.

5577. *Chairman.*] But then does not that show that the incidents of taxation, as I hinted some time ago by my question, go far too low in the population, and tend to oppress the poorer classes?—We do not assess anybody who is not able to pay, at least we do not proceed against any one who is unable to pay.

5578. But the law puts the duty upon these parties though you have the discretion of relieving them and do relieve them?—Yes.

5579. But do not you think that it is a very bad state of the law that requires you to excuse 50 per cent. of your ratepayers from payment of rates?—They are properly excused because they are unable to pay.

5580. I do not say that it is improper; but then is not that an improper state of the law that it should be necessary for you absolutely to discharge from their legal liability 50 per cent of the ratepayers?—I do not think it. I think as our Board have always thought, that the Amendment Act was right in assuming that all the inhabitants of a parish were bound in law to contribute to the rate, and that none ought to be

exempted until their poverty was ascer-
d.
81. You say that in 1848–49 under means substance 2,180 was the number of rate-
rs assessed?—Yes.
82. The ratepayers now are increased to
0?—Yes.
83. These 2,180 went down to 30 *l.* of in-
?—Yes.
84. Therefore am I to draw the conclusion, the number between the 2,180 and the 8,000 all below 30 *l.* of income?—By no means. fact of there having been so few found liable ne assessment of 1848–49 is not due to that, to the difficulty that the board had to prove a particular man had an income of above No doubt we had it in operation but one , and if it had been longer in operation ably things would have mended under it.
85. How many of these 1,861 would pay on s and heritages?—There were 1,461 who their rates, and in addition to those there 400 non-resident owners, making the total ber that paid 1,861.
86. Of these 1,861 how many had ostensible perty that you had no difficulty in getting at value of, namely, lands and heritages?—I d not give you now the proportion of the l who were owners as well as occupants.
87. But whether owner or occupiers, the pier would pay a rent on the heritage that occupied: take owners and occupiers to-er, how many were there whom you could y ascertain to be paying a rent or receiving nt that would entitle you to tax them; I t to ascertain how much of this enormous ease in the number of ratepayers is due ly to lands and heritages?—I should say the number of heritages is much the same as it was then, or rather the number of peo-liable in payment of the heritage rate is much same as it was in 1848–49.
88. Then how is it that you had so much ler a number of ratepayers in 1848-9 than had in 1868?—From the difficulty that the d felt, under means and substance, in finding and charging persons who really were liable; failed in getting the names of a very large ber of persons, that is, who had an income of than 30 *l.*, because they could not prove it; equently these persons escaped.
89. But if the party that you sought to ss had considerably above 30 *l.*, you would have much difficulty there; it was only as came towards the limit that the difficulty eased, I presume?—The committee did the they could.
90. What I am anxious to ascertain is this: hat direction has this enormous increase of payers taken place; has it been downwards pwards in the scale of value?—Downwards.
91. That is to say, you have more than drupled your number of ratepayers by adopt-the present system of assessing only on lands heritages?—There is no doubt that that is only way by which the difference can be unted for.
92. And as you have gone down in the scale, must have excused, practically lost the assess-value of, the richer part of the community?—have already given you an instance of one ct of the mode of assessment in 1848–9; a man se income was well known, the minister of St. rge's parish, the late Mr. Rennison, whose .42. salary amounted to 200 *l.*, had to pay something like 12 *l.* or 13 *l.* on that. I suppose that you would consider under any circumstances that that was an extravagant rate, and that he was oppressed; it was too much for any man to pay; it was beyond his means, as compared with a working man. I should say, and it is the opinion of the community generally, that the present mode of assessment, under which a man, having an income of, say, 200 *l.*, pays, say, 2 *l.* 10 *s.* or thereby, and a working man pays 3 *s.* or 4 *s.* or 5 *s.*, is a much more just assessment for both parties than the working man being relieved altogether, and the difference paid by the richer class.

5593. But you do excuse 50 per cent. of working men?—Still we do, or nearly so.

5594. Therefore the principle that the working man should pay does not operate in your parish except to a very limited extent; what I want to ascertain is this: although a particular hardship might arise in the case of a clergyman, such as that which you pointed out, that arose probably from the fact that you had not a system by which you could properly allocate and ascertain the wealth of the several members of the community; but is it not your opinion that a very large bulk of the wealth of the community does escape from taxation under the lands and heritage system?—No doubt of it.

5595. What would that clergyman who paid 12 *l.* then, pay now?—£. 2. 10 *s.*; I do not reckon it any evil that a working man should pay not above, but according to his ability, if he is able to contribute at all to the poor fund.

5596. But is it not a very crying evil that the poor man should be made to pay a much larger poundage than his richer neighbour?—That must be allowed.

5597. And is not the effect of the present system of taxation really to relieve the rich merchant at the expense of the poor labouring man?—That may be one of the results of the present mode of assessment, but I should regret very much, notwithstanding that, that the time should come when the working man (I will not call him poor, for he is not poor if he can maintain himself and family, and help to maintain others) should be by law exempted from this natural and moral, and I should add legal, duty.

5598. But is it not a still greater wrong that the rich man should be exempted from his liability?—That may be, but I am looking to the moral effect that it will have upon the population; I think it a good thing for a working man that he should pay a poor rate; for my part, I never see a working man come into our office side by side with his rich neighbour, and contributing his small rate, without feeling that he goes away a better man further away from pauperism himself, and that his consciousness of having paid his way, and helped to relieve others, not only puts him further away from the likelihood that he will apply for himself or his family, but produces this effect, that he will more readily help others; that is to say, he gets into a habit of giving, and finds it to be a duty to give, and on that account I should regret that he should be by law exempted from this duty, which is not only a duty, but a privilege.

5599. I am not now pointing to the idea of exempting the labouring class altogether from contributing to the poor-rate; but I want to know, is there not a source of grievance, and a well-

Mr. *J. S. Brown.*

18 June 1869.

founded source of grievance, arising from the fact that the labouring class feel, and justly feel, that they are paying a larger proportion of this taxation than they ought to pay?—Well, I should say that every man ought in principle (we cannot say anything more) to contribute according to his means, and that if the poor man is contributing beyond his means, as compared with the rich man, he has a ground of complaint.

5600. And do you think that under the present system, even with the endeavours that you make to improve it by your classification (which I admit is a very good one) every member of the community is made to pay really according to his means?—I should think that if there is any class exempted at present, under the law as it stands, from payment, they should be brought in. I do not see that a working man, able to contribute to the fund, should be legally exempted.

5601. I am not asking you now whether anybody ought to be exempted; as a matter of fact, is it not your opinion that the present mode of levying the poor-rates is one that does not make every man pay fairly towards that fund, but that it tends to the relief of the rich man rather than to the relief of the poorer man?—If that be the case which you say, there ought to be an alteration in that respect.

5602. I will take the instance of a large monied proprietor who lends his money upon heritages; he is not taxed upon the money that he lends?—Well, I have no reason but to admit that there may be persons, and many persons, such as you speak of, who are relieved, and I should say that that must be allowed to be an evil.

5603. Mr. *Cameron.*] Have you ever heard of the labouring classes, or any members of that class, complain of it as a grievance that they contribute more than their fair share towards the support of the poor?—No; it has not been matter of any general complaint in Paisley, so far as it has come to my knowledge.

5604. Mr. *Miller.*] But is it not a sign of complaint when there are 4,000 of them that do not pay?—They are not able to pay.

5605. Still you are obliged to assess them?—We assess them, not with any view that we will get payment from them, but we are forced to do it by the Act. The Act does not authorise us to assume that we know beforehand who is able to pay and who is not.

5606. Mr. *Crum Ewing.*] That argument goes against all indirect taxation, that the rich man gets off easier; if he does not spend money upon articles which pay taxes, he pays very little in comparison with the poor man who does so?—Yes.

5607. Mr. *Miller.*] Supposing that you had assessed the 4,000 who are actual payers of the rate according to their full income, do you think that this clergyman would have been called upon to pay 12*l.* or 13*l.*?—No, far from it.

5608. Therefore, it was your inability to get at the income that raised the assessment to the extent that you mentioned in that case?—Yes, it produced that particular result, there is no doubt of it.

5609. *Chairman.*] Can you give us, in round numbers, the amount of rates that would be chargeable to these 4,000; the absolute money sum?—I think you will find that in the table which I have handed in.

5610. Sir *David Wedderburn.*] Have you not found that the system of rating those who are just above pauperism has a demoralizing effe upon them, as giving them an idea that they ha a claim upon the poor rate?— No; there are no so clamorous and ill to satisfy as those who nev thought of paying poor rates; it is not the cl that are charged and that are expected to p who become chargeable; it is those who s lower still and never think of paying; it is a ve rare thing that anyone comes to the office seeki relief, whose name stands in the collector's boo as having paid.

5611. At any time?—At any time; it is a ve rare circumstance. It does sometimes happen a rare case, perhaps once in half a year or so, th a person comes presenting his collector's recei probably, and giving it and handing it in as reason why we should give him relief; but tho cases are very rare.

5612. You have not found that they rega these payments as contributions to a sort benefit society, from which they are entitled turn to derive a benefit themselves?—No, v have not found that to be the result.

5613. Mr. *Cameron.*] In fact, you stated ju now that your opinion is, that it has rather elevating tendency for the working man to p rates?—Yes; if it has any result at all, it is rath on that side.

5614. *Chairman.*] Out of these 4,000 th were exempted, I suppose some will come on t poor-rates occasionally?—It is the more intellige and better class of the 4,000 that ask for exem tion; the fact of their being asked for the ra and their reply by way of appeal, shows th they are sensible of their duty, and that th would perform it if they could.

5615. But you say that there are about 4,0 applicants for relief from the payment of the poo rate?—And, in point of fact, relieved.

5616. Is there any large proportion of the who come occasionally for relief on the poo rates?—I may say that it is entirely out of th class that our applicants come.

5617. Sir *David Wedderburn.*] Then is the not a class to whom this small additional burd must be like the last straw that breaks t camel's back?—Well, our boards have alwa been disposed to deal very liberally with th class.

5618. Mr. *Crum Ewing.*] You have given co siderable attention to the expediency of havi a Board of Supervision, I believe?—I think th a Central Board of Control is necessary to secu uniformity, and I think that the Board of Sup vision have successfully met that necessity; th have exercised their powers, I think, with gr moderation and much justice. In attending the wants of the poor, I think that they ha never lost sight of the interests of the gene community, and of the ratepayers in particula

5619. Some objections have been stated garding their disposal of appeals made to th by paupers complaining of inadequate relief, a thereby occasioning unnecessary expense to boards; have you anything to say on that? That has not been our experience in the par with which I am connected. Since 1845 we h only had 38 appellants whose cases have b before the Board of Supervision; and all of th have been refused, the Board finding th groundless, with two exceptions. In the one c the Board of Supervision satisfied us that appellant had good reasons for the increase allowance which was asked for, and which accordin

ordingly granted by our board on re-con-
eration, and, in the second case, the appellant
fit to withdraw his appeal; so that in that
pect we have not found the slightest incon-
ience, and do not think that their decisions
e affected our expenditure further than this,
t we know that we are under their control,
that unless we made our allowances some-
ng just and according to the wants of the
licant, they would very likely come under
iew. Well, no doubt it has operated with
board, as it must have done with the boards
oughout the country, and it accounts in a large
sure for the increased expenditure, amounting
our parish to 74 per cent. during these 25
rs, and to a still larger proportion through-
the country.

620. What is your opinion with regard to the
edieney of having an appeal to the sheriff?—
ink that the law in that respect is in a very
sfactory state. I think that paupers ought to
e a power of appeal when they are refused by
ochial boards; and I know no person better
lified to hear and to judge of an appeal than
sheriff.

621. How many cases of appeal to the sheriff
e you had in Paisley since the Poor Law came
operation?—The whole number during these
years is 154. In 1846 we had 13; and in
h of the following years, respectively, we had
54, 20, 1, 2, 0, 1, 1, 0, 0, 1, 0, 0, 1, 2, 5, 4,
, 0, 0, and in last year 2.

622. *Chairman.*] What is the reason why
e was a sudden jump from 54 to none or
?—It entirely arose from the machinery of
Poor Law Act not being so well understood
he sheriff then in office, and his subordinates.
ate years the sheriff has seldom given an order
out first putting himself in communication
the inspector; and with very few exceptions
hen either refuses the appeal, or satisfies the
ector that the application ought to be granted.
inevitable that in a populous parish, inspec-
and parochial boards will misapprehend a
sometimes. In some cases they refuse where
ought to give relief. It is fair that the poor
ld have a right of appeal somewhere, and
ink that the sheriff is the proper person to
de upon it; and we have not found any
tical evils arising out of it.

623. Does that number of 154 represent the
l number of applications, or only the total
ber of applications in which an order was
e by the sheriff?—Only the number of orders
relief.

624. But we want to know the number of
lications to the sheriff?—I cannot tell how
y applications there may have been. I have
means of knowing that.

625. Mr. *Cameron.*] Did I rightly under-
d you to say that the sheriff was changed
ing this period?—We have had three or four
riffs during that period.

626. *Chairman.*] You do not know the num-
of applications made to the sheriff which have
n dismissed by him?—I do not think that the
riff himself keeps any record of those cases.
erson comes before him, and he refers to the
ector, and the thing is arranged in five mi-
es, or less time. I do not think that the
riff will take any note of it at all; indeed I
sure he does not. Of course he takes a note
he orders that he issues.

627. Then these which you have given us
are only the cases in which he makes an order against the inspector, because the inspector has not been able to satisfy him that he ought not to grant the relief asked?—Yes.

Mr. *J. S. Brown.* 18 June 1869.

5628. This is merely the number of what I may call the hostile orders made by the sheriff?—Yes; I should say that the practice is for the sheriff to send for the inspector, and that generally, I may say always, there is an understanding come to, so as to render an order unnecessary. And, in explanation of some of these very large numbers, I may observe that they may have arisen from the absence of the inspector, or they may have arisen through some mistake. It sometimes happens, for instance, that a party from another part of the country comes to Paisley, appealing to the sheriff, and the sheriff, not paying particular attention, grants an order upon me, whereas it ought to be granted on the parish of settlement; that accounts for a certain number of these orders that have been passed against the parish of Paisley.

5629. But do not these statistics rather indicate that the inspector who has charge of these matters goes more fully into his duties and fulfils them better than other inspectors; it is only where the inspector fails in his duty that the sheriff's action is brought into play, I suppose; and therefore the fact that in some years there are none, or only one or two, indicates that the inspector of this parish is only giving the full attention that he should give?—I should be disposed to give the sheriff credit for going about the matter in a more business-like manner than seems to have been the case elsewhere, and taking care to communicate with the inspector in the first place.

5630. Mr. *Miller.*] We have it in evidence that in some places the expense of proceeding before the sheriff comes to be so great as to lead the authorities rather to concede to the applicants what they want, than to follow it out before the sheriff; is that so in your place at all, or has it any effect upon your number of appeals?—We have never contested any case; that is to say, we have never had any case in court; we have yielded to the decision of the sheriff in all cases; we were able to meet anything that might be wrong, as we thought, in the sheriff's order by limiting the relief to the poor-house.

5631. Mr. *Cameron.*] You have gone to no expense in contesting cases?—No.

5632. Mr. *Crum Ewing.*] How many orphans and deserted children have you under the parochial Board?—About 116; there were 116 on the 23rd of September last, and the number is much about the same now; 114, I think.

5633. How do you deal with them; do you board them out?—Of these 116 there are 87 who are wholly dependent upon the board for their support; that is to say, the remaining number are living with and partly maintained by relatives, but there are 87 of that number that are wholly dependent upon the board, and they are resident (with the exception of a few Roman Catholic children) in the country, and paid for at the rate of 2*s.* 9*d.* a week for each, exclusive of education, clothing, medical relief, and things of that sort.

5634. Where do you board them?—On the 23rd of September last we had 31 boarded at Helensburgh; we had four at Largs; at Bishopstown and in the neighbourhood 25; at Ardrishaig two; at Duntocher two; and, chiefly with re-

Mr. *J. S. Brown.*

18 June 1869.

latives in Glasgow and Paisley, 48. There are four in industrial schools in Glasgow.

5635. What do you pay for those in the industrial schools?—Two shillings and sixpence per week.

5636. And what for those resident with their relatives in Paisley and Glasgow?—The rates vary from 1 *s.* to 2 *s.*

5637. How many have you of the Roman Catholic persuasion?—On the 23rd of September last there were 18 of the Roman Catholic persuasion who were all boarded with Roman Catholic families.

5638. Mr. *Miller.*] In the same class of houses as the others?—Not exactly. There are three of them in the same class of houses at Helensburgh, but the others are not so well accommodated. We have a difficulty in finding nurses of the Roman Catholic persuasion well qualified, and at the same time willing to take this charge; in consequence of that, we have to take the best that we can get in Paisley, and they are pretty well accommodated, but not nearly so well as our Protestant children boarded in the country with nurses that have been selected as well qualified to undertake the duty.

5639. Mr. *Crum Ewing.*] These children attend the Roman Catholic schools, I suppose?—Yes.

5640. And they are under the supervision of the priests?—Yes.

5641. *Chairman.*] When you are seeking Roman Catholic families to board them with, do you consult with the clergyman?—We do not place any Roman Catholic child with any family without the sanction of the Roman Catholic clergyman.

5642. Mr. *Crum Ewing.*] You say that the cost of boarding these children out is about 2 *s.* 9 *d.* per week; how much do they cost for clothing, education, and medical attendance, upon an average; I mean those children who are wholly dependent upon the board?—Clothing, education, and other matters of that kind, may come to, I think, 1 *s.* 6 *d.* per week; that would make the weekly cost of each boy and girl 4 *s.* 3 *d.*

5643. And this system has been in operation since 1838?—Yes.

5644. And has been attended with the very best results?—Yes.

5645. Do you keep any children in the poorhouse?—We have two or three children, more or less, always in the poorhouse; but they are only children who are there in consequence of their parents being temporarily imprisoned, or something of that sort.

5646. Does a committee of the members of the board visit the children boarded out?—There is at least an annual visit paid to them by three members of the board, along with myself; I visit them once a quarter myself, or by assistant; sometimes oftener.

5647. Do you consider that their condition is very favourable in promoting their health?—Very favourable for health; and we have found it in experience to be very favourable for training them to habits of industry; prior to 1838 our children were all brought up in the poorhouse; we found that that had the very worst possible effects, the children were not strong, did not leave the house well developed physically, nor able for their work, and their communications more or less with paupers in the house had a very bad effect upon them, so that we had ba accounts of them, and were very much trouble with them after they ceased to be chargeable and these evils were found to be so great in 183 that by way of experiment our board determine to make a change, and to adopt the prese system of boarding them out, and it has bee done with the most excellent results.

5648. Before they go into life they are we grounded in the elementary branches of educ tion?—I may state that they are educated in th schools of the vicinity of the places to which the go, and that there is no distinction made betwi them and the children of the general comm nity.

5649. Mr. *Miller.*] You do not mark them o with any peculiar clothing, I suppose?—I tentionally we do the very reverse; we gi them a variety of clothing, and make them like as possible the children living in the sam locality.

5650. Mr. *Crum Ewing.*] Have you an difficulty with the boys in placing them out situations?—I cannot say that we have any.

5651. And the girls are placed out as domest servants?—Yes, and the boys get into trades bakers, tailors, shoemakers, and so on; and whe any boys manifest during their chargeability sup rior mental activity, we endeavour to get the places as clerks; and, in point of fact, some of th boys that have been reared under our board ha attained to positions of considerable credit society.

5652. And none of them have again becor chargeable, in consequence of profligate habit —None that I know of; none after ceasing to chargeable have ever been the subject of criminal prosecution.

5653. Mr. *Miller.*] Out of how many?—I will ascertain that; certainly above 600.

5654. *Chairman.*] What do you do wi children whose parents are in the poorhou such as illegitimate children, and children deserted wives?—We do not like to separate t mother from the child; we keep such cases (the are but few of them) in the poorhouse until despair of the mother doing any good in the w of supporting herself and child; when once are satisfied that that is hopeless, we then a the permission of the mother for her children be sent out in the country, she herself remaini in the house; in that case the children a brought up along with the rest.

5655. Do you find any difficulty in getting mothers to consent to that?—No difficulty wh ever.

5656. Practically all your children are put o whether they have parents in the house or n —Yes.

5657. Mr. *Crum Ewing.*] What is your opin on *ex officio* representation?—I am against *officio* representation for parochial boards, think it is a relic of old times, and might sa be set aside; it does not seem to me that the p session of heritage, or that the membership i corporate body such as town council, or kirk s sion gives any special right or qualification administer the poor law. Election by ratepay is, I think, the only valid ground on wh members should be entrusted with the care poor funds. Our board at present consists 23 members, of whom 15 are elected by ratepayers, four by the magistrates, and four the kirk session. I do not object to the ei

ex off

fficio members on account of any practical in-enience that has been experienced from their g members of the board, but on principle; ar from objecting to their presence I think they have been of very great service to the d, and have added great weight and respect-ty to it; at all events I am of opinion, whether *ex officio* representation should be set aside or that the relative numbers ought to be de-sed; I think at least that there should be er *ex officio* members, and a larger number of board elected by the ratepayers, and in par-lar that no person should be eligible to sit as ember of a parochial board who is not himself le in the payment of poor rates.

658. As to the combination of parishes for the pose of settlement and rating, what is the ion that prevails in Paisley with respect to ?—There is great diversity of opinion; I do know that the subject has been carefully sidered by any large number of people in sley, but as far as it has been considered there uch diversity of opinion.

659. Will you state your own opinion?—I k that the chief ground on which a combina- of parishes is advocated is the ground of nomy, and in particular in reference to the ense of management; at least that is the son assigned by those who are in favour of it Paisley. I think that a mistake, and in this ter I beg to hand in a statement in support he view that I have given you; it is a state-nt of the cost of management in Paisley as pared with the more populous parishes of inburgh, St. Cuthbert's, Glasgow, Barony, l Govan, showing in each of those parishes the rage rate per cent. of management to expen-ure, and the average cost per head of each per (taking it both ways) for the five years ling May 1868. From this statement it will seen that the rates per cent. on expenditure re as follows: Glasgow, with a population of ,000, 15*l.* 6*s.*; Barony, with a population of ,000, 14*l.*; Govan, with a population of),000, 13*l.* 13*s.*; St. Cuthbert's, population 000, 12*l.* 18*s.*; City of Edinburgh, population 000, 12*l.* 13*s.*; and Paisley, with a population 32,000, 12*l.* 12*s.*, being the lowest. Then the rage cost of management per head for each per for the same period was as follows: van, 9*s.* 3*d.*; in Glasgow, 8*s.* 9*d.*; in St. Cuth-t's, 7*s.* 1*d.*; in Edinburgh, 6*s.* 10*d.*; in rony, 4*s.* 11*d.*; and in Paisley, 4*s.* 3*d.*, being o the lowest. According to the views of the vocates of combination of town parishes, such this and the adjoining parishes of Abbey, posite results from those which I have stated ght to have been found. It is said that if isley and Abbey were one parish, the cost of nagement would be reduced one-half, or about t. I do not believe any such thing; I believe t the expenditure of either parish would be ubled at the very least.

5660. Mr. *Miller.*] Do you mean that the ole expense of management would be doubled? Yes.

5661. Sir *David Wedderburn.*] What grounds you assign for believing that it would be ubled?—I would assign as a ground the actual sult, where you look to a parish having a popu-ion such as Abbey and Paisley would amount . Look to the City of Edinburgh, which is, as ar as may be, about the population that the o combined parishes in Paisley would have. There you find the expense of management somewhat greater in proportion to the expenditure, and greatly more if you take what each pauper costs a year.

5662. Mr. *Miller.*] As I understand you, you are giving us the per-centage of management; would that be doubled or just the gross sum?—The gross sum would be doubled.

5663. *Chairman.*] How would it be in reference to per-centage?—What I mean is this, that the two parishes of Paisley would save nothing in the cost of management. I do not say that they would spend more, but I think it would cost them no less if they were combined.

5664. But if it would cost them no less, it would not cost them more?—I do not mean that it would cost them more.

5665. I should like to know whether these differences which you have pointed out in the cases which you have taken as attributable to the difference of population in various places, may not be attributable also to certain local circumstances, altering the cost of management, and so on?—It may; but I don't know of any.

5666. You may also have one board with better managers than another?—Yes.

5667. It does not follow that it is an absolute result of the population?—My view, whether right or wrong, is this, that a board is better able to administer the poor funds economically and properly, if the population be not excessive, and that the cost of management will be rather greater if your population exceeds a certain limit, as it will be if it falls below a certain limit. I think that a parochial board, sitting and judging from day to day of applications and giving relief, is better qualified for the work, with a population of, say from 30,000 to 40,000, than they would be in a larger parish. It is seldom that an applicant comes before our board, for instance, with whose case and circumstances some member of the board is not acquainted, so as to know something important about him, enabling the board to decide properly; in a very large and populous parish that becomes more difficult.

5668. There is a limit to which you think you should attain as far as possible, and neither have you more nor less than that. Take a few parishes together, each of which is below that particular limit that you indicate, would it not be an advantage to amalgamate them, and to combine them?—Not always; because you cannot lose sight of distance; your inspector must be resident; he must be accessible to applicants. It would be absurd that an applicant should travel 10 or 20 miles before he could make his case known to the inspector. I think that that must be kept in view in any proposal for a combination of such parishes. You may say that he may have an assistant in rural districts, to whom applications might be made; but then these assistants must be paid, and I do not think that you will save by such combination anything in the way of management.

5669. Then, may I take it that you estimate that the population of your parish, say 32,000, is about a manageable area for economy?—I think so.

5670. Then, would you be in favour of combining parishes in any town where the total population of the parishes in that town did not exceed 32,000?—Well, in answer to that question, I should say that I would be opposed to any further combination in town parishes, and on this

Mr. *J. S. Brown.*

18 June 1869.

ground, that it would increase the burden of the support of the poor there; that is to say, that in course of time it would increase the number of poor. You find, on reference to the reports of the Board of Supervision, that the towns have already the largest portion of the pauperism of the country to support; I mean a proportion too large in relation to their population. Now, if you unite town parishes, you increase the number of residential settlements. It is well known, and a fact that is not disputed so far as I know, that the tide of immigration is not from town to country, but from country to town. People from the country come to the town, and there learn a trade and settle down and live there, and in process of time they apply for relief. In many of these cases it is found that they have no settlement, because they have been going from one parish to another. Well, they go back in that case to the parish of birth; but if the town consisted of only the one parish, they would have a settlement; consequently, the already undue proportion of paupers in towns would be increased.

5671. Then you do not agree with Sir John McNeill's evidence that the per-centage of pauperism to the population is less in towns than in the country?—I will put in a statement confirming my view in the case of the county of Lanark; I would have taken the county of Renfrew, with which I am connected, but it did not furnish so good an opportunity of putting before you the fact that I refer to. In this statement I have made a division, dividing the parishes of the county of Lanark into two classes, town and urban parishes forming the one class, and rural parishes the other. From this statement it will be seen that the rural parishes (I have taken the year ending May 1868), 27 in number, have a population of 61,000, or a little more. The number of registered poor relieved within these parishes during the year is 1,656. Now that number ought to be 2,472 if it were equal to the remaining 14 city and urban parishes, which have a population of 579,000 with 23,481 registered poor.

5672. I would like to draw your attention with regard to this matter to a paper handed in by Sir John McNeill. It states this: "The eight principal towns from which the Registrar General of Scotland takes his statistics comprise the parishes of Aberdeen and Old Machar, Dundee and Liff and Benvie, Greenock, Paisley and Abbey, Perth, the five parishes of Edinburgh and Leith, and the four parishes of Glasgow; 17 parishes in all; and they contain a population of 950,048. The number of registered poor and their dependants receiving relief from these parishes on the 14th of May, in each of the last four years, and the per-centage of pauperism to population, was as follows." Then he gives the number of the paupers in each of these four years, and he gives the per-centage, and brings out an average per-centage of 3·44 to the population. He then takes the population of all the remaining parishes in Scotland, which is two million and upwards, and he takes the same years, and he gives the per-centage of paupers to population as 4·13; showing by such statistics that the proportion of paupers to population is greater in the rural parishes than of paupers to population in these 17 town parishes?—I should say that I have not looked so carefully into the statistics of other counties. I am not able to say positively how the matter stands there, but I have a strong impression that similar results wi be found; that is to say, that the town popula tions have a larger number of poor in proportio to population as compared with rural parishes And I am against a combination of parishes because it would increase that already undul large proportion.

5673. Mr. *Cameron.*] In fact, it would preven you from doing what you now do, that is, sendin back all these people to the parish of their birt to be a burden on that parish, although they hav spent their lives in the town?—My view of th law of settlement may be different from that o others, but it is this, that its main design is t equalise the general burden of pauperism in th country; and, in order to do that, it has laid dow the law of birth, and the law of residence, an it has accomplished the end, I think, to a ver considerable extent; I do not say that I am pre pared to speak to other counties. In the hurr of coming away, I had no time to prepare mysel with returns from other counties.

5674. *Chairman.*] Then, do you not think tha a birth settlement alone would work equall throughout the country?—No, I think it woul throw an undue proportion of pauperism on rura parishes; that is my impression.

5675. In what way; are there more births i rural parishes than in town parishes?—I do no say that. I am at a loss to assign any satisfactor reason; but that which I have stated would b the result of my experience.

5676. Mr. *Cameron.*] But it appeared fro what you said just now that there is more emi gration from the country to the town than fro the town to the country?—And if all these peopl who become chargeable in towns were to go bac on their birth parish, that would increase th pauperism of the country parishes, because ou people do not go to the country to the sam extent.

5677. *Chairman.*] In fact, the counties woul have to pay a little larger proportion to the poo rates in that case?—A great deal; the resul would be very oppressive to rural parishes a compared with towns.

5678. Do you think that it would be unjust t make all lands pay equally to the poor rate throughout the country?—That is a question tha involves, I should say, the surrender of loca management, management by local boards.

5679. I am speaking now of the question o the relief of the poor; do you not think that i would be a fairer and a more equitable arrange ment that all tangible property which is now rated to the poor should pay equally throughou the country, and that there is no equity whatever in the rates being 6 *d.* in one parish and 3 *s.* 6 d. in another?—I entirely agree in that, that i would be equitable and just, and the right thing to be done if it were in other respects practicable and wise; but I do not see my way to the adop tion of a national uniform rate, which must lea either to social extravagance or Government con trol.

5680. I am not pointing now to a uniform rate but I want to sift your views on the matter o birth settlement; you state, as I understand your view, that if we limited settlement simply t birth settlement, and abolished all other settle ment, there would be a larger proportion o charge brought on the rural parishes than there is now?—I think so.

5681. Do not you think that it would be a desirable

rable thing, and would equalise the burden he country?—I think that the preponderance lies the other way; but that such an altera- would reverse matters, and put them still her wrong.

682. Do you think that the town parishes are ing a much larger proportion than the county shes now?—Judging from that return as to county of Lanark, it would appear that they somewhat more; the difference is not very t, but it is something.

683. Do you mean to say that the rate in the nd in towns is not very considerably higher the rate in the pound in the country?—I eve that it is shown to be higher. The rates not in that statement, only the number of r and the expenditure. I did not look at the icular rates; but that statement shows that e is relatively a larger proportion of the perism of the county of Lanark in town shes, and a rather smaller proportion in rural shes.

684. But in what way would a birth settle- t affect that?—Because it would assign a er number of the poor to the rural parishes re they were born.

685. Mr. *Cameron.*] In fact, every emigrant n the country, if you had a birth settlement ne, would, as a matter of fact, if a pauper at go back to the place where he was born: as there are many more emigrants from the ntry to the town than from the town to the ntry, it must necessarily entail very con- rable hardship upon the rural districts?—

686. *Chairman.*] But if you had a birth set- ment, would you not get quit of all your Irish pers?—That is quite true.

687. Would not that be a benefit to the ntry?—But I repeat that one of the main igns of the law of settlement is to equalise the den as betwixt all the parishes of Scotland, that it has accomplished that design to a y considerable extent. I am not speaking of Irish. I admit that that which you indicate uld be the result in a money point of view; I do not think that it would be practicable. o not think that the country would tolerate h a thing as that an Irishman coming to a tch parish, and living and working there for or 40, or it may be 50 years, should be trans- ed to his native country, from which he was oved when an infant, perhaps.

688. It does not follow that he must be oved because he becomes chargeable to the ish of his birth. You are aware that in gland, if a man lives 12 months in a parish, cannot be sent away from it, though he is not rgeable to it; but the cost of his maintenance charged against the parish of his settlement; sk as to the chargeability?—Then, I would , how would we be relieved if we had still to p the Irishmen?

689. Because you would have a claim against parish of his birth; you would not remove but maintain him in your parish at the cost his own parish where he had a settlement?— ere is no power to recover from Ireland, and t implies that the present powers of parochial rds should be limited. Now I consider that y are sufficiently limited already, and that ne of them ought to be taken away. I con- er it just and right and good for the community d the poor themselves that parochial boards shall have the power, if they see fit, to exercise it to call home to their own parish their own poor whom they are bound to support, and that they should have them under their own surveillance; I do not think that it would be a right state of things if a half or more than a half of the poor of Paisley were scattered over the country in all directions that we should have no opportunity of knowing how they were situated or how they were dealt with by the parochial boards of the parishes where they lived. I think it is essential that parochial boards shall have, where they see fit to exercise it, the right of calling home their poor. So far as I have seen, there have been no cases or very few cases of parishes exercising this power so as to bring about any hardship on the poor. So far as my experience goes, where this power has been exercised, it has been done on good grounds.

Mr. *J. S. Brown.* 18 June 1869.

5690. Are you aware that the state of the law between the two countries is, that while a Scotchman can get no settlement in Ireland under any circumstances, an Irishman can always get a settlement in Scotland?—That is an inequality which ought to be rectified; there ought to be a law of settlement in Ireland as well as in England and Scotland, and I do not know why it is not so.

5691. At any rate, the result of the present state of the law in Scotland is, that we get a large proportion of pauperism from Ireland?—We do get an undue proportion.

5692. Thirty-three per cent. you mentioned in one case?—Yes, about that. We have a little more than 11 per cent. of the whole of our population Irish poor, and we have 33 per cent. of our whole poor chargeable as paupers; three times more than the relative proportion to the population ought to give.

5693. Do not you think that that is a state of things that ought to be remedied somehow?—It ought to be remedied.

5694. How would you remedy it?—Well, I should take one way of remedying it, that is by an extension of the law of residence; just now it is necessary only that a person resides for five years in a parish; I would extend it to seven, as recommended by the Royal Commission in 1844, to rectify the inequality as betwixt rural parishes and towns, giving a few more to the rural parishes, so as to leave a balance betwixt the two, and rendering it more difficult for the Irish to obtain a settlement; they move about a good deal, and it would have the effect of throwing off a considerable number of Irish, and enabling parochial boards to remove them to Ireland.

5695. Mr. *Cameron.*] Are you not aware that the rural parishes at present frequently have too many paupers coming to them from towns?—I do not think they can, because if you look at the annual returns of the Board of Supervision you will find that in proportion to their population they have fewer paupers; it is a matter on which there can be no doubt, as far as I have seen.

5696. Have you had any opportunity of conversing on this subject with persons in rural parishes, or have you had anything brought under your own notice relating to the grievance that is felt in rural parishes as to the sending back of paupers that have been absent from those parishes all their lives, because they have not acquired a residence settlement in the towns?—They just feel in those cases as we do in Paisley, when a number of poor are sent to us from Glas-

Mr. *J. S. Brown.*
18 June 1869.

gow, for instance; it is understood that in the city of Glasgow there are as many Paisley born people as there are Paisley born people in the town of Paisley itself; it is easy to see how that should be the case; we are situated in respect of Glasgow just as rural parishes are situated towards us, that is to say, our population go into Glasgow, and the rural population come to us.

5697. You admit that the grievance is felt by rural parishes, or are you not aware that it is felt?—I should not choose to call it a grievance at all, because it is a natural result of a law that is designed, and which has accomplished the design to a very considerable extent to equalise the burden of the poor. I think that the two settlements together, birth and residence, have operated very well, dividing the burden pretty equally over the whole country. There is still an inequality, as I have endeavoured to point out, if I am right in my calculation. I would remedy it by an extension of the period of residence to seven years.

5698. *Chairman.*] And do not you think that for every year you add to the requirement of a residential settlement, you will remove this equality that you say is pretty nearly attained, that you will, in fact, bring out a preponderance of the birth settlements?—In proportion to your extension of the period of residence necessary to form a residential settlement, you increase the birth settlements.

5699. And what do you say about the expense of finding out the settlements:—I do not think that it is a matter of so great importance as to warrant any change there; we do not find that to be any great cost.

5700. It has been known sometimes to reach the sum of 13,000*l.* a year?—That is the disputed settlements. That is a grievance, and one which I think ought to be removed: and I think it could be very easily removed.

5701. How?—By making it incompetent for any person to raise an action in a court of law until the Board of Supervision had decided that he had a good case for going to law; that is to say, practically, that I would make it necessary for parishes having a disputed case betwixt them, to have their case laid before the Board of Supervision by way of reference, and that the decision of the Board of Supervision should be final, and without appeal. More than is due, I think, has been said, about this extravagant expenditure in law matters, and that is all put down, as far as I have observed, to the expense of these disputed settlements. I apprehend that there is a mistake there, and that a very large proportion of that has been incurred in prosecutions in the collectors' department, in transfer of property, and in the general legal business of a parochial board. However, making allowance for that, the cost of these disputed settlements has been enormous, and I think ought to be avoided in time to come. I think it may be avoided in this way; that these cases of disputed settlement should be referred to the Board of Supervision. In the largest number of such cases the judgment of the Board might proceed on the production of minutes of reference by the parties, with a written statement of facts mutually agreed to and subscribed. In other cases of a more difficult nature, and in which the parties are unable to agree to a mutual statement of facts, I would suggest that the inspectors by themselves, and without any expense to the parish, ought to u dertake the duty of a joint inquiry and exami tion of witnesses upon oath, if necessary, to reduced to writing, and duly subscribed by t witnesses, and certified by each inspector, a thereafter laid before the Board of Supervisi for their judgment. In order to facilitate suc step, it would probably be necessary to limit t period to a reasonable time within which part should begin to take action with a view to t completion of the record.

5702. But is not the principal part of the e pense incurred in ascertaining the facts necessa to decide the cases?—No, a mere fractional p of the expense has been the ascertaining of t facts, except in the way of the payment of e penses of witnesses attending court.

5703. Is there no great expense incurred fishing out where a man's settlement was?—V little; comparatively little.

5704. In consequence of towns being divi into parishes a man is frequently losing settlement, is he not?—If you allude to the d ficulty of ascertaining the facts, that implies examination of witnesses by the court.

5705. Or by somebody else; the facts must got at before you can state your case?—Y but these things, I think, might be done with any expense, and the whole case laid before t Board of Supervision. I brought with me o case which was settled in the way that I spe of, as an example of what I mean, and I c leave it with the Committee if they should thi fit to look at it.

5706. Will you give us the results shortly? There were three parishes interested in this ca and the point in dispute was, whether a pau was a married woman or no; indeed both man a wife were chargeable, and the dispute w whether there was a residential settlement Paisley, or whether the alleged husband had birth settlement in Kilmarnock, or whether t woman had a settlement in her birth parish Abbey. Well, in order to avoid expense (for would have been a very expensive case if tak into a court of law) the three inspectors call forward all the witnesses that each thought w necessary to make out his case, and we to down their statement, each inspector agreei to every word that was taken down, and there w cross-examination (inspectors are generally qu competent for that work,) and the whole mat was laid before the arbiter, the sheriff of Lana shire, and he found the case sufficiently stated warrant him in pronouncing a judgment. N I think that that might be done in even the m difficult cases with this plan of referring to t Board of Supervision. This case might have c us 300*l.*, or 400*l.*, or 500*l.* We had a case t very long since, not so difficult as this, which c the parish nearly 500*l.*

5707. And what did this cost?—Some five seven guineas, I think, that is all; the sheriff's f

5708. And the labour and trouble of the spectors, and their time?—Well, it is their dut they are paid for it.

5709. But if we had a birth settlement simp you would have trouble about it, because y would only have to go to the registrar's offi and there you would get the thing you neede —By and by that will be the case, but I do n see my way to the conclusion that a birth sett ment would do well.

5710. In increasing the number of years

sidential settlement, would you make that ase general, or would you make it seven for the Irishman and five years for the e Scotchman?—I think I would make it al.

1. If the same number of years were d in both cases, would not the same pro- n be maintained of the poor Irish as com- with the poor Scotch?—Yes.

12. Then you would not get any relief from xaggerated proportion of Irish paupers that ave now?—We would have fewer.

13. You would have absolutely fewer of Scotch and Irish paupers, but the relative rtion would be about the same, I suppose? s.

14. You would not get quit of the paupers do not belong to your country?—I did not but I may now, that before leaving I looked e applications that were made to us in the ending May last, and out of the 1,418 appli- ns, I found that there were Scotch born 956, of these 956, 390 had no residential settle- and were chargeable to the parish of birth, ne cases to Paisley, and the rest to the other hes in Scotland; that left out of the 956, the e number of Scotch born, 566 possessed of ential settlements. Then the remaining 462 Irish born, of whom 154 had no settlement, night have been removed if we had chosen to ise that power; 250 had obtained a resi- al settlement in Paisley, and 58 of them had sidential settlement in other parishes in land.

15. That is to say, that of the total number upers who had acquired a residential settle- in Paisley, one-third were Irish, about 500 ch, and 250 Irish?—566 Scotchmen had a ential settlement (I do not say in Paisley). bject in making this list was to ascertain many, out of 1,418 cases of applicants, how v of them were chargeable on their birth ement, and what proportion of them were geable upon a residential settlement. Of the ch born, as I have already stated, 390 were geable on their birth settlement (I do not o Paisley), and 566 were chargeable on a ement by residence. It merely shows the ive numbers of persons who go upon a lence settlement, and those who go upon a settlement.

16. But putting together the Irish and the ch who had acquired a residential settlement, er cent. of that number were Irish?—Yes.

17. Do not you think that that is a very y grievance which the ratepayers have a t to complain of, and to get remedied in some or other?—We have always felt it to be a heavy grievance that so large a proportion ur poor are Irish.

18. You have always had a residential lement of some kind?—Yes. Moreover, the h are always more ready to apply for relief.

19. Mr. *Cameron.*] But you would be ious that care should be taken in remedying grievance not to inflict another?—I should so.

20. In any legislation on the subject, it ld be desirable, in removing a grievance from portion of Scotland, that a still heavier vance should not be inflicted on another?— l acting on that principle, I would say that ould not be for birth settlement alone, because t would inflict a still greater grievance than .42.

now exists; but I am in favour of an extension of the period of residence settlement from five to seven years, in order that what I believe to be an inequality should be remedied. And if it be the case that town parishes have, relatively to their population, a larger pauperism than rural parishes, it is but just and fair that part of the burden should be transferred to rural parishes, and that the balance betwixt the two classes of population should be more even.

Mr. *J. S. Brown.*
18 June 1869.

5721. *Chairman.*] But that increase of the number of years for the residence settlement would still leave 30 per cent. of the Irish chargeable?—Yes; it can but partially reduce their numbers.

5722. Then, have you not considered any means by which you could remedy that grievance, which is a very large one, of this enormous proportion of foreign poor, so to speak?—It has never occurred to me that it would be practicable to have one law for Scotch and English and another law for Irish.

5723. But there is now a different law with regard to these matters in the three countries; have you never considered the bearing of the laws of settlement and removability or irremovability upon the question of pauperism in the various countries?—I think that the matter is pretty equal as betwixt England and Scotland. An Irishman in England, if he may not acquire a settlement by a residence of five years, as far as I understand the law of England, is at least irremovable; it amounts to the same thing.

5724. But that does not make him chargeable upon the parish in which he is resident?—It gives him a right to relief.

5725. If a Scotchman settled in Scotland goes to England and remains there for five years, he is removable; he is not charged to the rates of that parish, but still he may be relieved there at the expense of the parish of his birth, may he not?—No; there is no such provision as that. If a Scotchman applies in England, and has no residence settlement there, and is not irremovable in consequence of a certain period of residence, the Act provides that he can be sent to his parish; it does not provide that the parish of his birth in Scotland is bound to repay the expenses of the other parish in supporting him.

5726. But it is so, that the question of irremovability and the question of chargeability are two distinct things. If an English pauper, chargeable on parish A, goes and resides in parish B for five years, he cannot be removed from B to A, and he must be relieved in A; but parish B recovers the amount paid for the relief of that pauper from parish A?—Yes, within England.

5727. And now in England this law has been altered to this effect: it used to be irremovability after five years, now a residence of one year constitutes a ground of irremovability?—Does that apply to Irishmen as well, may I ask?

5728. The law is different in Ireland, and we have not yet any evidence on that point?—I am not able to state how these matters stand.

5729. Mr. *Crum Ewing.*] With regard to the maintenance of women who are deserted by their husbands, what have you to say?—I think the law is in quite a satisfactory state in reference to that; I have nothing to say on that matter, except that the duty of prosecution should be transferred from the inspectors to the public prosecutor.

Mr. *J. S. Brown.*

18 June 1869.

5730. *Chairman.*] You would make it a criminal matter?—Yes.

5731. Mr. *Crum Ewing.*] Have you any other matter that you would like to state your opinion on?—Nothing farther than this, that my views as to any modification of the present laws may be stated as follows: I approve of the Poor Law as it stands, with the following exceptions, I am in favour first of the abolition or modification of *ex officio* representation in parochial boards, at least a reduction of the number of such representations, and eligibility conditional on their liability in payment of rates; second, transference of the duty of prosecuting husbands for the desertion of their families, from the inspectors to the prosecutor fiscal; third, provision for enabling parochial boards, in times of great commercial distress and ascertained destitution, to grant relief from the poor fund to able-bodied persons; fourth, provision for having cases of disputed settlements amicably adjusted and settled by reference to the Board of Supervision; fifth, the extension of the period of residence necessary to acquire a legal settlement from five to seven years; sixth, a more frequent tender of the poorhouse by way of relief to adults applying on their own account, in order to induce this class of persons to greater efforts to self-support, and to reduce the number and general cost of the poor.

5732. Mr. *Cameron.*] With regard to your first head, might I ask you whether you would extend the modification of the management on the parochial board, and the abolition of *ex officio* members to rural parishes?—I speak only of burghal parishes; I have no experience of ru parishes, and I could not give any opinion at upon them.

5733. *Chairman.*] You would not abolish door relief; you would not extend the gre use of the poorhouse to forbidding out-door re to be continued at all?—No; I would sim limit the matter as far as a certain class of poor are concerned, that is, adults applying themselves. I should not at all think of offe the poorhouse to widows burdened with child or to orphans, but I would limit it to ad applying for themselves.

5734. But there is nothing in the law now prevent the board from applying the poorh test more frequently, is there?—Nothing; I say, that if I sat at the parochial board I sh more frequently apply it; I daresay that I ou not to have mentioned that matter, in this nection. You are right in saying that it thing which it is competent under the pre law to do. I had hurriedly jotted down, be coming here, the various heads; and number which has regard to that, ought perhaps t struck out.

5735. We are glad to have your opinion the matter; you are of opinion, as I unders you, that the poorhouse test is a good and u test, both for the benefit of the ratepayers for the benefit of the poor themselves?—Yes

5736. Have you anything else to say to Committee?—I think I have nothing els say.

Tuesday, 22*nd June* 1869.

MEMBERS PRESENT:

Mr. Anderson.	Mr. Fordyce.
Sir Robert Anstruther.	Mr. John Hamilton.
Mr. Armitstead.	Mr. Loch.
Mr. Cameron.	Mr. M'Lagan.
Sir Edward Colebrooke.	Mr. Miller.
Mr. Craufurd.	Sir Graham Montgomery.
Mr. Crum Ewing.	Sir David Wedderburn.
Mr. Orr Ewing.	

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. Richard Watson, called in; and Examined.

Mr. *R. Watson.* 22 June 1869.

7. Mr. *Crum Ewing.*] You are one of the s of Paisley?—I am.

8. And a member of the Parochial Board parish?—I am, and have been so for up- of 10 years. I am Chairman of the House ittee, and I was Chairman of the Relief ittee last year.

9. You have heard the evidence of Mr. n, the inspector of the poor of the parish of y?—I have.

0. And do you generally concur with him opinions which he has expressed?—I gene- oncur in his opinions.

1. Are you in favour of or against the ple of members being elected by the Kirk n?—I approve of the constitution of the boards with that exception; I am against ers being sent from kirk sessions, on the l that sessions do not contribute any of the ; and, therefore, I think that they ought have the power of assisting in the distribu- f them.

2. *Chairman.*] Are you speaking now of parishes or rural?—Of urban parishes.

3. Mr. *Crum Ewing.*] How have you that work in practice?—I have always the members from the Kirk Session very ent working members, and generally with l knowledge of the condition of the poor.

4. As to the discretionary power of the boards to give relief in times of public ss to the able-bodied, what are your views? hink that whenever it happens that the odied are in indigency from want of em- ent, they should receive relief through the ial boards; I know from practical expe- that that is the easiest, the cheapest, and node of meeting such contingencies.

5. Would you have that discretion left to entirely, or with the sanction of the Board pervision?—Entirely to the local boards; conceive of no knowledge that the Board pervision could have that would enable them lge of the circumstances under which the board should administer relief to the able- l.

6. Would you approve of the people having t to demand that relief, or would you wish that it should be just left to the discretion of the board?—I would leave it to the discretion of the board; but rather than that the power of giving relief should not exist, I would give the people the right to demand it.

5747. Mr. *Miller.*] That is to say, the able-bodied poor?—Yes; rather than that there should be no provision for them at all, I would give them the right to demand relief.

5748. *Chairman.*] Do you mean to say that you would give a discretion to parochial boards generally, or would you limit it to cases of extreme distress?—I would give it generally.

5749. Do you not think that if you gave that discretionary power to the boards it would create a feeling in the labouring class that they had an absolute right to claim relief?—I do not think so; we have had experience of that; it was believed for a considerable number of years in Scotland that there was a large discretionary power, and it was acted upon; and it was never experienced that it produced any of that evil.

5750. You do not think that that belief has had a large influence in increasing pauperism?—It has had no influence at all.

5751. How can you state that it has had no influence, seeing that it is only as recently as 1866 that that supposed discretion has been found not to exist in the boards?—Because there has been no difference since then. There has been no difference during the last two years from what it was during the previous 12 years, say.

5752. Do you mean no difference in the increase of pauperism, or in the diminution of it?—Not in bringing that class of people, the able-bodied, to ask relief.

5753. But do you not suppose that if a special Act of Parliament were passed now to give distinctly that discretion, it would create in the minds of the labouring people a belief that they had a new right granted them by Parliament?—I do not think it, and I say so from having had experience while we were under the belief that the old law gave that power.

5754. Mr. *Crum Ewing.*] In fact, the people believed that you had the power at that time?—Of course they did, and we exercised it.

Mr. *R. Watson.* 22 June 1869.

5755. Mr. *Armitstead.*] In affording relief to the able-bodied, do you think that it was never abused; do you really think that you reached the deserving class?—It was never abused.

5756. *Chairman.*] When you say "never abused," do you mean to say that none but really deserving poor got relief?—It is difficult to understand what is meant by "really deserving poor;" I mean that nobody got relief who did not require it.

5757. But in the question of requiring it, did you take into consideration the antecedents of the party, his conduct in life, and how far he might have contributed by his own improvidence to bring himself into that state?—Certainly not, beyond this, that whenever a man was known to have been an unsteady man, in that case he only got relief in kind, and not in money, and merely enough to supply what we believed to be his absolute wants.

5758. Did you never find that those who got relief in kind converted it into money for the purpose of drink?—Practically no, and I believe there is scarcely such a thing known.

5759. Mr. *Loch.*] You said that one recommendation for giving relief to the able-bodied poor is, that it is the cheapest thing that could be done; will you explain what you mean by that?—Several times I have known periods of distress, when local committees had to be formed to provide for that distress, and local contributions had to be got up; and both in the getting up of these contributions, and in the distribution of them more was expended very considerably, and more was wasted very considerably than is done through the operation of the parochial boards.

5760. Then that is comparing the expense incurred by a voluntary relief with the expense incurred by the legal relief to which you think those persons ought to have recourse?—Exactly.

5761. But measuring cheapness by reference to the ratepayers only, do you think it would contribute to cheapness and to economy, in the distribution of the rates, to grant relief to the able-bodied poor?—A stagnation of trade might cost the rates 500 *l.* or 1,000 *l.*, or any other sum; but if you attempt to meet the effects of that stagnation by a voluntary effort the voluntary effort would cost the whole community more.

5762. Mr. *Armitstead.*] Will you explain why?—Because it could neither be got so easily, nor could it be distributed with so much economy.

5763. Mr. *Hamilton.*] But I understood your fellow-townsman, Mr. Brown, to say that you have had no experience in Paisley of strikes?—Very little.

5764. And you have not considered how far giving the able-bodied relief would affect the question of strikes?—I believe it would have no effect on it at all; because all my experience goes to show that parochial boards would not give one penny to anybody on strike.

5765. That is if the man has no power to demand relief?—Yes.

5766. Mr. *Miller.*] You said you would give him a power to claim it, did you not?—Only in cases of ascertained destitution.

5767. Mr. *Hamilton.*] Destitution in a district might arise from strikes?—In that case it would have to be dealt with as in other cases.

5768. Mr. *Miller.*] In that case you would give relief to those on strike?—No; any parochial board might then fairly tell them to go a work.

5769. *Chairman.*] Would you not find it ve difficult to persuade the labouring populati that you have any right to draw a distinct between distress caused by a strike, and distr caused by a collapse in any manufacture? Practically I have had no experience of th but I give my opinion that we would have difficulty in the matter.

5770. Mr. *Loch.*] One word more as to che ness, do not you think that, as a question motive, the labouring class, if they knew that able-bodied persons they could apply legally relief, would be deprived of a motive for exert which they now have?—I have not practica seen it so; and I do not think that it would h that effect, because what they get for relie such a mere pittance that nobody would be cont to live on it if he could get anything else.

5771. Mr. *Hamilton.*] But you have not any experience of that question of strikes?—I would not like to give any positive opir on that question; I may add that I do not w Parliament to legalise relief to the able-boc under all circumstances, I merely want the boa to have a discretionary right of granting relie

5772. Mr. *Crum Ewing.*] In short, at s times as it has taken place in Paisley, as Brown described, on the last occasion?—Yes

5773. With regard to the right of appea the sheriff or to the Board of Supervision, h you any opinion as to that?—I think that right of appeal to the sheriff when relief has b refused by a local board, and to the Boar Supervision when the relief granted has b inadequate, is essential for the security of pauper, and the satisfaction of the public.

5774. Do you find that the Board of Su vision has been of great utility?—I think it in creating a uniformity of system throug the country.

5775. And you consider that its influence been, upon the whole, good?—Upon the w good. Sometimes there has been a little necessary interference on the part of sub spectors, but upon the whole the influence the Board has been good.

5776. *Chairman.*] When you speak of formity, what do you mean by uniformity Well, I mean, for instance, that in regard to treatment of paupers in the poor-house there uniformity of diet, that is, there is a minim diet that parochial boards are not permitte go below.

5777. Is it on any other points, or is it sin on the point of the diet that uniformity has b established by the action of the Board of Su vision?—There are other points; when appe to they have certain rules and regulations w they go by, and these are generally applied, consequently produce a uniformity.

5778. Has it produced any uniformity in door relief?—I think it has to some extent.

5779. I am afraid that that does not tally the returns which lie on our table. But th your opinion?—Yes, that is my opinion.

5780. Mr. *Crum Ewing.*] Do you believe the condition of the poor has been impr under the Poor Law Amendment Act?—condition of the poor has been considerably proved under the Poor Law Amendment there being not only a legal claim to relief o

rt of those who are unable to maintain themves, but a ready means of enforcing it, has evented a great deal of destitution and of tual starvation.

5781. Do you consider that the allowances to e out-door poor are adequate, generally speakg?—I consider that they are rather inadequate.

5782. Will you illustrate that?—In the statents made of these allowances, the practice is give the number of paupers only and not that their dependants as well, which has the effect making the allowances appear much more eral than they are. The allowance given to dows, for instance, of only one shilling a-week each child is very small. Where there are other sources of income or of assistance, it is possible that the families can get even a sufficncy of food.

5783. Mr. *Loch.*] Is the medical man not nsulted upon a point of that kind?—No, ver.

5784. Not as to sufficiency of aliment?—ever. He is never consulted in regard to the nts of the out-door poor, nor as to what they ght to be allowed.

5785. Mr. *Armitstead.*] It is left entirely to e discretion of the inspector?—No; the relief mmittee of the board, of which I was chairn last year, settles the amount of the allowces, with the advice sometimes of the inspector. the most recent meeting that I attended of e administration of relief committee, it just occrred to me that it might be useful, as showing s Committee the extent of the allowances, and e way in which cases are dealt with generally, make a note of the proceedings on that occaon; and if the Committee desire it I shall lay it fore them.

5786. *Chairman.*] May I ask you, do you int your roll of registered poor every year?—. At this meeting that I refer to, about 16 ys ago, there were present 12 members of the ministration of relief committee. The following ses came before them:—"Janet Moodie, houseds; born in Abbey; aged 62; disabled by age d debility, very drunk and noisy when applyg; admitted to poor-house. Margaret M'Innes, irling-street; born in Kilninan; aged 81; nd weak; admitted to poor-house. Margaret eel, 109 George-street; born in Abbey; aged ; brought up by parish last six years; bad rl; has been put out to service several times; one will keep her; admitted to poor-house."

5787. Allow me to ask you, with regard to at girl, how had she been trained; in what nool had she been kept in the poor-house?—ot at all; we never keep children in the poorouse.

5788. Was that her first application?—No; e had been kept by the parish six years.

5789. Boarded out?—Boarded out. "John Kinnie, 14 High-street; born in Ireland; ed 73; partially disabled by age; wants relief l he gets work; offered house, and declined to cept. Michael Hegney, 57 Back Sneddon; born Paisley; aged 13; disabled by itch; sent to firmary. Mary M'Nish, 21, Broomlands; born Abbey; aged 39; steam-loom weaver; housess and destitute; put out of house 28th May; as nowhere to go; cannot get work; not good; dmitted to poor-house."

5790. Mr. *Miller.*] What does "not good" ean?—Not a good girl. "Isabella Houston aton, 1, Howard-street; born in Paisley; aged 35; husband a weaver; has been drinking and has deserted her; she is burdened with four children; John, eleven, Mary, eight, Bell, five, William, a week; remitted to inspector to deal with."

5791. *Chairman.*] May I interrupt you to ask whether you have any particular case which you wish to direct attention to?—"Charles Donally, 34, Storrie-street; born in Paisley; aged 41; he was taken to infirmary to-day disabled by inflammation; wife 37 years of age; has five children, Mary, fourteen, learning to work in mill, Ann, eight, Charles, six, Elizabeth, four, Jean, one-and-a-half years." The board allowed in this case 6*s.* weekly.

5792. Do you bring that list before us as an instance of insufficient allowances?—Of small allowances.

5793. But I presume that the parochial boards have sufficient knowledge of the condition of the parties, and they do not act in a niggardly sense towards these poor people; they give them what they think sufficient for themselves, and as much as they can give in justice to the ratepayers?—That may be so, but still I consider that it is too little.

5794. What should you have recommended should be given in that instance in which you say 6*s.* was allowed?—There were six individuals, one of them possibly earning 2*s.* 6*d.* a week; I think that if these people had got 2*s.* a week each it would not have been extravagant.

5795. Mr. *Miller.*] That would be 12*s.*; would it not be making them pretty well equal to an able-bodied man's family?—Not quite.

5796. Taking the wages in the country, would it not?—This is in a town.

5797. We know that the rents in Paisley are very low, as low as they can be in the country?—Yes.

5798. *Chairman.*] What would these people earn if they were able to work for themselves?—I think this man would have about 1*l.* a-week.

5799. Mr. *Hamilton*] You think that every family that cannot earn 13*s.* a week are paupers. If a family has a right to have it made up to 12*s.* from the parochial funds, then a family earning 13*s.* would be very nearly paupers?—This was a special case, you will observe, and not what I would consider a permanent case; this woman had been thrown by her husband becoming unwell, from inflammation, upon her own resources just at once, not accustomed to work, and not being able to work with such a family, and consequently requiring something additional; in the meantime, had the husband died, or if he has died by this time, I have no doubt the woman will have been put on the roll at 4*s.*; that is the rule.

5800. *Chairman.*] I want you to explain to the Committee, as far as you can, what is the principle by which you would be guided in making these allowances; would you recommend that paupers should be put on the same footing as able-bodied poor earning their wages?—Certainly not, but I would give such allowances as would remove to a considerable extent the temptation to mendicancy.

5801. Mr. *Miller.*] Would not that also remove the temptation to work?—I do not think it would.

5802. Mr. *Hamilton.*] You say you do not print your list of paupers; is that on principle or from accident?—Just from accident; it has never been

Mr. *R. Watson.*

22 June 1869.

been talked of since I was at the board; it would make a large book.

5803. Mr. *Miller.*] Would you approve of printing the names of the paupers and their allowances?—I think not; I do not think it would be of any service.

5804. Mr. *Fordyce.*] Do you think that a great proportion of those offered the poor house, and who refuse it, do become mendicants?—A good many of them; they may not become regular mendicants, but they go round, or send their children round from house to house, and pick up broken victuals, and money when they can get it.

5805. Mr. *Crum Ewing.*] It has been mentioned as a great grievance that man and wife should be separated in the poorhouse; what is your experience of that?—My experience of that is that it is quite a sentimental grievance, as respects Paisley. On one occasion, after becoming a member of the board, I was taunted about it upon the street, and I made inquiry into the matter, and found that there was only one married couple in the poorhouse, and that they had not lived together for years before reaching that haven.

5806. Mr. *Fordyce.*] How many married couples have you in the house at present?—I think it is just one couple still. I would like, going back to the other question, to mention another case, "Catherine O'Donnell Cullen, 2 Orr-square, born in Ireland, aged 70, housekeeper; has one daughter in mill, 6 *s.* 6 *d.* weekly; keeps two lodgers, from whom she has 2 *s.* 9 *d.* weekly; income in all 8 *s.* 9 *d.*" Her house rent about 3 *l.* 10 *s.* This woman applied. It was proposed to give her a shilling, but it was carried by the casting vote of the chairman to refuse the application. I think that that is an instance again of inadequate allowance.

5807. *Chairman.*] This case, I presume, was considered by the relief committee, who have the general charge of these allowances, and who have a full knowledge of the condition of the people. Do you mean to say that there is anything in the present Poor Law that constitutes that committee in such a way as to deal harshly or improperly with the poor?—Certainly not; and I do not think, as compared with the other parts of the country, that they are harsh in any way; I think the very reverse. But I think, upon the whole, that there is an inclination everywhere to make the out-door allowances too small.

5808. Are you in favour then of encouraging out-door relief?—Not of encouraging it, but of giving it in something like an adequate amount, when it is required.

5809. Mr. *Crum Ewing.*] I suppose you consider the poorhouse test absolutely necessary?—Yes.

5810. You consider it necessary both with regard to people that are not able to take care of themselves, and as a test of the ability of persons to get work otherwise?—Certainly.

5811. Mr. *Fordyce.*] Do you think that the present out-door relief is not adequate?—Not adequate in a number of cases, and very inadequate in some, if begging is to be got rid of.

5812. Mr. *Anderson.*] How do you propose to get over that evil?—Well, I think if the allowances were made rather better, that would remove it.

5813. But if the parochial board do not choose to make them any larger, how do you propose to effect that; they are surely the best judges of the case?—I know of no other way but trying to introduce a more liberal system of granting allowances.

5814. *Chairman.*] Do not you think that the ratepayers might have some objection to that?—Very likely some of them would.

5815. Mr. *Fordyce.*] Do you think that under the present Poor Law system the poor are entitled to adequate sustentation from the poor-rates, without taking into account any other sources of subsistence that they may have?—Whenever they have any other sources of subsistence I would take that into consideration.

5816. Mr. *Crum Ewing.*] What was the number of paupers in the county of Renfrew in 1863?—In Renfrewshire there has been a decrease in the number of parties receiving and applying for relief from 18,339 in 1863, to 17,374 in 1868. But the natives of Ireland in that number, have increased from 4,325 in 1863, to 5,296 in 1868. In other words, while the number of other paupers in Renfrewshire has decreased 14 per cent. in the course of five years, Irish pauperism in Renfrewshire has increased 22½ per cent.

5817. *Chairman.*] That is over the whole county?—Over the whole county.

5818. Mr. *Crum Ewing.*] Have you anything to suggest with regard to that?—I would suggest that the law as regards removal should be altered somewhat. At present, if the sheriff is applied to, and a warrant granted to remove a pauper, the parochial board has to be at the expense of sending an officer along with the pauper to the parish of settlement in Ireland. That expense is frequently very considerable, probably 8 *l.* or 10 *l.* in each case. Now what I would suggest is that all that the parochial boards in Scotland should be bound to do should be to land the paupers in Ireland, and leave it to the Irish boards to send them to their destination.

5819. Mr. *Miller.*] How would you provide against their coming back?—Well, I have heard of their coming back; but we have not in my experience found that to be a great evil.

5820. *Chairman.*] How many do you remove in the course of the year?—Not very many.

5821. Then, of course, there are not many to come back?—Probably we remove eight or ten persons in a year.

5822. But of those how many come back?—I should say last year not one to my knowledge. They take very good care, I daresay, even when they do come back, not to come to the same parish.

5823. Then you are more fortunate than the Abbey parish, because we hear that in the Abbey parish they come back very frequently. Are you aware of that?—No.

5824. Mr. *Crum Ewing.*] You have heard of the proposal to relieve the ratepayers by a portion of the means required for the subsistence of the poor being given from the Consolidated Fund. Have you turned your attention to that subject?—I have a little, and I do not approve of that proposal. I do not think that it would be of any real advantage.

5825. *Chairman.*] Why not?—Well, I do not know that this is a very good reason, but I would say that were it done for Scotland it would have to be done for England and Ireland as well, and that would lead to a great deal of expensive officialism, of which the country would have to bear

ear the burden, although it would not be so ell seen, in addition to what would have to go the poor.

5826. You are aware that, at present, one-urth of the police expenditure is contributed by he Government, and that there is no expenditure o cheaply and so economically managed as our olice expenditure?—I think that is an evil; I ave had experience as a police commissioner, and would rather that we had never got any share f that fund. I believe that the expense of the olice throughout Scotland has been increased consequence very much; nearly to the amount hat Scotland receives from the Government for hat purpose.

5827. Mr. *Orr Ewing.*] The real intention is o obtain a greater police force; you are offered his bribe in order to have a greater number of olice?—Yes.

5828. And you think that the same thing ould happen if you had funds to support the oor from the Imperial exchequer, that it would ad to extravagance?—Not unlikely; it has done o, I believe (and I speak from a little knowledge nd experience), as regards the police.

5829. *Chairman.*] The question is not whether e are to get the whole of it from the Consoli-ated Fund; but say that, out of every 3*l.* re-uired for the support of the poor, 2*l.* shall be harged on the lands and heritages and property n the locality, and the other 1*l.* be contributed om the Consolidated Fund, thus to avoid the ifficulties that arise in collecting it as an income ax; in that case, the two-thirds charged on the nds and heritages would surely be a check upon he expenditure in the locality?—I do not see hat that would do any good. We are just now aying this directly to the poor; by the other ay we would be paying it indirectly through he general taxation of the country.

5830. Mr. *Hamilton.*] I understood you to say hat you think the object of the Government, in heir grant to the police, is merely to increase he numbers of the police; the object is to in-rease efficiency, is it not?—Yes.

5831. Would not the object of the Govern-ent be also to increase the efficiency of the Poor aw system?—I am not sure that they have done o in the case of the police to the extent of the dditional expense.

5832. Mr. *Miller.*] Are the police too great a ody in Scotland, do you think?—I do not think hem too small a body.

5833. Mr. *Armitstead.*] Can you give us any acts or proofs bearing out your statement in eference to the police, that the additional pay-ent has not increased their efficiency?—I know hat in Paisley our police assessment is just as rge as it was before we got that assistance from he Government, and I know that very many eople do not think the police much more effi-ient; I think them more efficient, but still I do ot think that the additional efficiency was much anted.

5834. *Chairman.*] Are you under the county olice, or have you a separate police in Paisley?—No, we have a separate force of our own.

5835. You have no assistance from the Govern-ent, unless it is made a general county police, ave you?—Yes, we get one-fourth.

5836. Even within the burgh?—Yes.

5837. Mr. *Crum Ewing.*] I think you have ome opinion in regard to a rate-in-aid being iven if the assessment in any parish became oppressive from local or other causes; will you state that?—I think that it would be an advantage when the rate in any parish came up to, say 2*s.* in the pound, that there should be a rate-in-aid; that is to say, that it should be equalised by a rate-in-aid.

5838. *Chairman.*] What do you mean by a rate-in-aid?—A rate drawn from the other parishes of the country or county. Supposing, for instance, that in Paisley we are paying 2*s.* a pound, and that we require, from some circumstances or other, 2*s.* 6*d.*, instead of making Paisley pay all the 2*s.* 6*d.*, I would draw one-half of the excess over 2*s.* from the other parishes of Scotland.

5839. From the whole of Scotland?—From the whole of Scotland, or from the county; that is a matter of detail. It has been proposed to have a general rate, and this is just a modification of a general rate.

5840. How would you work that, because you have got a tax upon owners in the parish of Paisley, and you have got six classes of occupiers; which class should be the test class, so as to guide you in making this rate-in-aid?—The general rate should decide it.

5841. But the general rate is different in proportion to the property?—No; I mean one general rate, the owners' rate. The owners pay one-half.

5842. I have a return before me of the parish of Paisley for the year 1865, in which it appears that 1*s.* 1*d.* in the pound was paid by owners?—Yes.

5843. That is the rate that would be the measure to establish a rate-in-aid, if necessary?—Yes.

5844. Mr. *Orr Ewing.*] Would it not suit your purpose quite as well if you combined the two parishes of Paisley, the Abbey, and the Burgh?—I have no objection to that beyond this, that I think when a parish becomes too large it becomes unwieldy.

5845. But you could manage them, as you do just now, by having committees in each parish?—I have no objection to that arrangement.

5846. I understand that the inhabitants of the Abbey parish are not so heavily assessed as those of the Burgh parish?—Not quite.

5847. Would it not tend to economy if the parishes were combined?—I do not think it. I cannot see that it would.

5848. You conduct your affairs very economically then, at present, you think?—I think we do.

5849. Mr. *Crum Ewing.*] Will you give the Committee your views with regard to the law of settlement?—In my opinion the law of settlement is only defective in that persons may lose their residential settlement before they can gain another. For instance, a great many persons leave the poorer parts of the country when young, or are removed by their parents, and, after spending a long industrial life, break down and become chargeable as paupers. Those who have remained in one place gain a settlement; but some, as they become less able to work, and have more difficulty in obtaining work, move from one place to another until they lose their residential settlement, and then they break down. It is a great hardship, I think, to those poorer parts of the country to have a pauper who has never had any connection with a parish but that of birth, sent

Mr. *R. Watson.* 22 June 1869.

back to it when he becomes unable to work. It is worse still when he has a wife and family, or when a widow and family are sent to a man's birth-place. In the latter case it is both cruel and unjust, in my opinion. Part of this evil might be remedied by the law being so changed that if a man once gains a residential settlement, he shall have a claim to it until he gains another. As to abolishing the law of settlement altogether, it would be objectionable on several grounds.

5850. *Chairman.*] In short, you agree with Mr. Brown on this point?—No, not quite; Mr Brown wants a seven years' residence settlement.

5851. You suggest, rather than that, that instead of a more lengthened residential settlement, a man should never lose his residential settlement until he acquires another?—Exactly.

5852. Mr. *Crum Ewing.*] Then you are not in favour of birth settlements?—No, certainly not.

5853. Mr. *Cameron.*] You heard Mr. Brown's evidence?—I did.

5854. In fact, as I understand, you totally disagree with Mr. Brown on that point?—There is a little divergence on that point between us. I would add, that the rural parishes are thought to have an advantage at present in being burdened with little of the floating pauperism; but it would become still worse for the towns if there was no law of settlement at all, as poverty naturally gravitates towards wealth. It would be unfair in this respect likewise, that some places are more in the way of the poor, and would thus get more than their share; and prudent paupers, if they had the choice, would naturally patronise those towns where they had any reason to believe that they would be best treated. In fact, we know that they sometimes do so at present; they take care to break down in those parishes where they think they will be best treated, and least likely to be removed.

5855. Mr. *Crum Ewing.*] Do you frequently remove the Irish paupers?—Not very frequently. We never take advantage of a few months' residence less than the five years to remove an Irish pauper.

5856. Mr. *Cameron.*] Would you be in favour of the combination of town parishes for the purposes of settlement?—Well, I have no objection to that; if it would be any benefit to the poor, and prevent disputes about settlements, I think it would be a good thing.

5857. It would enable persons to acquire a residential settlement with facility, would it not?—Yes.

5858. Mr. *Crum Ewing.*] Have you anything to add to what you have already stated, with regard to extending the area of chargeability and management?—Extending the area of chargeability would make a greater uniformity of rates, but it would not lead to, or be attended with, increased economy in the expenditure. At present the management in large parishes is quite as expensive as in small parishes. And there would be less economy in the distribution of the funds. I have known cases in which inspectors, with or without the sanction of their boards, gave larger allowances to paupers belonging to other parishes than usual in the circumstances; and I recollect, at least, one case in which this happened, that when the inspector of the other parish was peremptorily instructed to send the pauper to her own parish, the demand for an allowance was given up altogether.

5859. With regard to the mode of raising the assessments, do you approve of the change from means and substance to rental?—If the Committee would bear with me, having resided at the time when the attempt was made to change the system in Glasgow, and having had much experience in connection with it, I will state my views very briefly on that point, and it is necessary that the Committee, I think, should understand, as some of the younger Members of the Committee may not have studied the question, how the matter is under the present Poor Law Amendment Act, as compared with what it was under the old law. The means and substance mode of assessment, as understood and acted upon before the passing of the Poor Law Amendment Act, was fair in principle, but not very workable in practice. The new mode of assessment introduced by the Act of 1845, under the phrase "income from means and substance," is quite different, and is as unjust in principle as it was found to be oppressive and unworkable in practice. In Glasgow, for instance, under the old system of means and substance, the practice was this, heritages were assessed as at present, but in respect to means and substance certain parties were appointed to ascertain as far as possible what amount of personal property every inhabitant was worth, and, having fixed upon a particular sum in each case, the assessment was levied upon that, not upon the income from it, but upon the capital. This is a most important distinction. The assessment under the old system in Glasgow latterly, was 4 *s.* 8 *d.*, or nearly one quarter per cent. per 100 *l.* No person was assessed who was not considered worth at least 300 *l.*, and mere income was never assessed at all. But when a man was known to have a large salary and lived in good style, it was assumed that he was possessed of means and substance to some extent, and he was assessed upon that; whenever his assessment became too heavy, however, he was at liberty to appeal against it, and satisfy the stent masters that he had been overcharged. I mention this particularly, because interested parties have tried to keep up the delusion, that the third mode of assessment under the Poor Law Amendment Act of 1845, is the same as the means and substance system of the old law.

5860. Can you give us any cases of hardship under that Act amongst the working classes, by raising the assessment on means and substance, or income?—I have had experience in Glasgow and Paisley, and other places, where the system was tried. It was quite unworkable, and it would have been perfectly intolerable, even though it had been workable.

5861. Mr. *Miller.*] Intolerable, how?—Because the assessment was so heavy upon precarious incomes.

5862. What do you call precarious incomes?—All professional incomes, salaries, and wages; everything in fact not derived from real or personal property.

5863. Mr. *Orr Ewing.*] You had no means of ascertaining the real income of any person; you only guessed at it?—We only guessed at it. But even though the real income had been ascertained, it would have been shockingly unjust.

5864. And very inquisitorial?—Well, its being inquisitorial I regard as only a small objection, if it were otherwise fair, and if persons in general were in the habit of giving in a true statement of their incomes to the assessor; but I am not sure

that that is the case. The salaried classes, ever, not being able to escape, the burden upon them very oppressively.

365. The whole country were of that opinion, the law was changed in consequence?—Yes. n give you an instance. Suppose that we reverting now to that mode of assessment aisley. A man with an income of 200*l.*, and pying a dwelling-house at 25*l.* of rent, at ent has to pay 1*l.* 15*s.*, but were he assessed his income, he would have to pay at least Then coming down in the scale, I find a man with 125*l.* of salary or wage, and pying a dwelling-house at 15*l.*, at present o pay 1*l.* 1*s.*, but by the income tax mode ould have to pay 6*l.*; and even if he were ved the deduction of 60*l.* from his 125*l.*, h is allowed under the Income Tax Act, he ld have to pay 300 per cent. more than he at present, and still having nothing of what be properly called means and substance at

366. You think that instead of its being a f to the working classes to have the rate as- d upon income in lieu of the present system, ould be injurious?—Of course it would; any- that knows anything about the working of system knows that.

367. Mr. *Miller.*] Do you mean to say that whole income of Paisley is less (it is an ab- ity, so far as I am putting it) than the income heritable property; or to put it in another , if the whole income of Paisley were assessed ought to be in the minds of some, would not relieve all the lower class?—I understand income is assessed for the income tax and erty for the property tax in Scotland (and I ume that in Paisley the different sources of me will bear something like the same rela- to each other as they do throughout the try generally); and I know this, that there ore heritable property assessed throughout land for income tax than there is of per- l property and salaries and wages put to- er.

368. Yes; but means and substance would ude both, would it not?—Under the means substance system, the owners of property the half, and they must pay under any circum- ces. Houses and land are so tangible they not escape; but if you will allow me I think I can show you who would be benefited by change. These are not the working classes, the bonded property holders, and those who in and use large rented premises, and return y small incomes to the income tax assessor; se are the parties who would derive the bene- not the salaried and waged classes.

869. *Chairman.*] But allow me to ask you a stion about that matter; you say that the ns and substance would be more oppressive he poorer people; were you here last meet- when Mr. Brown stated that at the time means and substance were assessed in Pais- the number of ratepayers charged was 1,861, whom 1,400 paid their rates, while now, under poor assessment of lands and heritages, your payers have increased to 8,000, of whom 0 are excused from inability to pay?—Yes.

870. How do you reconcile those facts with r theory, that means and substance is a ater hardship upon the labouring class?—The y that I reconcile the facts is this: I consider the salaried and professional classes, and the working classes, should all be taken as a body, and so taken in the aggregate they would have to pay more.

5871. Then you mean to lay down that, however wealthy a class may be, they are not to pay in proportion to their wealth?—If it were attainable, it is the fairest plan; but it is not attainable. And if classes were to pay according to their wealth, it would be a very different thing altogether. For instance, this gentleman has 500*l.* a year, I shall assume for his labour; well that is his means and substance we shall suppose. But another gentleman has got 500*l.* a year from landed property, or from money in bank shares, or money in the funds; that gentleman is worth 20 times 500*l.* He is worth 10,000*l.* or 15,000*l.* To put these two upon an equality you must charge the one upon 500*l.* and the other upon 10,000*l.*, or 15,000*l.*

5872. But I think you are now going upon another distinct question; namely, how to allocate the income tax upon various classes; that is not the question which we are asking you, but we want to know how it is that you suppose that means and substance, properly taxed, is a greater grievance upon the working man than the present system of rating him upon his house, when you have these figures in Paisley showing that your ratepayers have quadrupled, and that only half of them are able to pay the rates?—Well in that case they found themselves unable to work the system; they could not get returns of individuals possessing incomes of upwards of 30*l.* But as matters at present stand I state without the least fear of contradiction that there are more incomes of 30*l.* and upwards in Paisley (that being the limit of assessment under the means and substance system) than there are of houses to be assessed. But putting this matter in another light, statistics show that although the area of assessment was doubled by all incomes being assessed, the effect in Paisley would be this; the landlord class would save one-half of what they pay at present, but a working man with 16*s.* a-week would be assessed at least 21*s.* on his wage, instead of 6*s.* 7*s.* on his rent.

5873. Mr. *Crum Ewing.*] A good deal has been said about the propriety of assessing feu duties and monies in bonds; will you give us your views in regard to that?—I say that as respects the assessment of feu duties and interest from heritable bonds, the general body of ratepayers have no interest in the matter; it would neither add to nor take from the gross amount of assessment on real property. In the case of a feu there is an express or implied bargain that the feuar is to bear all the burdens effeiring to the subject, and that the superior is to be relieved from all local taxes, including poor rate. Were it otherwise, in all likelihood the feuar would have to pay more for the property. In the case of the mortgager, it would be the same. He borrows money upon bond for his own advantage at a certain rate of interest, the current rate, and if he was at liberty to make deductions from what he has to pay to relieve himself from the burden of his poor rate or any other burden, he would certainly have to pay a higher rate of interest.

5874. *Chairman.*] Allow me to ask you upon that; did you ever know the rate of interest upon bonds altered in consequence of the income tax?—I know that it would prove political economy to be false if it did not have the effect which I say.

Mr. *R. Watson.*

22 June 1869.

5875. I ask you for a fact; have you ever known any lender of money declare that he could not let you have the money at 4 per cent. because he had to pay the income tax, and must charge another quarter per cent. for that?—That is another thing; there is a different principle comes in there; the income tax is a general tax.

5876. I am asking you for a fact, not an argument; have you ever known anybody lending money to raise the rate of interest because of the income tax being raised from 6*d.* to 1*s.* 4*d.*, as it was in the Crimean war?—No; it would be very foolish of him if he did.

5877. Was there, then, a single penny additional charged by money-lenders?—I should say no; but I do not consider that I have given any answer which is at variance with the principle which I was trying to explain. It is certain that making bondholders pay poor's rate, would in the end be no gain to the mortgager, and the burden would continue to fall as before.

5878. Mr. *Crum Ewing.*] You have stated that you generelly agree with Mr. Brown in his evidence; is there any other point that you wish yourself to state to the Committee, either where you agree or where you disagree with Mr. Brown, or anything else that suggests itself to you?—The Chairman asked Mr. Brown a question as to the incidence of the poor rates, and did not get an answer; I am prepared to give an answer to that question if the Chairman desires it.

5879. *Chairman.*] Will you do so, if you please?—As to the incidence of the poor's rate, I think there is a general misapprehension in regard to that. In 1847, I received a letter from Sir James Kay Shuttleworth, in which that gentleman, who was then a Poor Law Commissioner, stated, that in England the theory was, that although the poor's rate was charged upon the tenant, the burden fell upon the landlord in all cases; I took the liberty of writing him a short reply, in which I stated a somewhat different opinion; but he either thought my opinion unsound and not worth answering, or he thought that I was right, and did not want to discuss the matter; my opinion then was, and still is, that the poor's rate, like all other taxes, is paid by the consumer, except in the case of land, in which case it is, to some extent, paid by the landlord or owner. A knowledge of this will not, so far as I know, lessen the burden, but it is of the highest importance in showing that, when certain parties complain that they are specially burdened with poor's rate, it is an ignorant complaint, and that Parliament neither ought to try to do, nor can do anything to permanently change the incidence of the rate. I will give you one or two proofs of the fact, that it is the consumers or occupiers of dwelling houses who pay the poor's rate, and then the Committee, if they choose, can question me on any other point of the subject. If a gentleman purchases or gets a dwelling-house erected for his own occupancy, he has to pay poor's rate upon it both as landlord and as tenant; there is no doubt about that. But if a person purchases or gets a house erected of the same kind, and then lets it, the proprietor nominally pays one-half of the poor's rate, and the tenant the other half. In some places, as in Paisley, each is assessed for, and pays his own half of the rate; and in some places, as in Glasgow, the tenant only is assessed, but in paying his rent, he deducts one-half of what he has paid for the maintenance of the poor. Well, in these cases, although the landlord and tenant pay one-half each, the whole burden fa upon the tenant; and had the arrangem originally been, that the tenant alone should assessed, he would have had to pay no more th he does at present.

5880. Mr. *Orr Ewing.*] Your opinion is th although the importer of sugar pays, in the fi place, the tax upon the sugar, ultimately it the consumer of the sugar who pays the tax Yes.

5881. And so is it with all taxes?—Yes; s it with shops and everything of that kind. hotel keeper no more pays his poor rate out his proper income than he pays the duty up the drink that he sells.

5882. That may be correct upon the bro principle; but when a small tax is laid upon particular kind of property, it really may ma no difference in the rate paid by the tenant?— comes by and-by to right itself.

5883. *Chairman.*] You do not mean to sugge do you, that that view of yours is an answer the fact that the great mass of the wealthy po tion of the community really escape paying th fair share to the poor rate?—I think it is to very great extent. Take a lodger, for instance they say that lodgers do not pay, that the peop whom they lodge with pay upon their lar houses. Why, the lodger pays in his expenditu not only the poor rate, but the rent and the ke of the people who lodge him as well.

5884. That may be, so far as the man's e penditure is concerned; but, so far as the mon that passes goes, he does not get taxed at all. do not quite understand how this view has an relation to the point with regard to the inciden of taxation which I put to Mr. Brown. I do n know in what view you submit it to the Co mittee?—It was just to show that really t consumer, in all cases, pays the poor rate as w as all other taxes, and that the people who co sider themselves, and who say that they are ve much burdened, are really not in the le burdened beyond the amount of their expenditu whatever that may be.

5885. That, you think, is a sufficient answer the fact that, for instance, the shipping inter pay nothing whatever upon their shipping t wards the poor rate?—A man interested in shi ping pays upon his expenditure as every oth man does.

5886. Take a man who invests 20,000*l.* i house, and another man who invests 20,000*l.* a ship, the man who invests 20,000*l.* in the hou pays his poor rate upon the 20,000*l.*, while t man who invests in the ship pays nothing at a —Well, if he invests in the house, and lets house, he pays nothing any more than the per who invests in the ship, not a farthing. If t shipowner, for instance, leases this house fr the man who invested 20,000*l.* in it, he pays t poor rate and not the man who invested money in the house, and I think that is a very i portant distinction.

5887. That is merely a question as to wh individual pays it. I am speaking now of th which much more concerns us in this inqui the property in the one case is taxed, and in t other escapes altogether. Whether the owner occupier pays upon the house is immaterial our inquiry; the property is taxed in the case and is absolutely free in the other, is it n —I do not think so, and in fact I know that i not the case.

5888.

5888. Is there any other point that you wish submit to the Committee?—Yes; I am against owing the Board of Supervision to have the pointment of inspectors or medical officers, d I am further against their having the sole wer of dismissal. I think that the power of missal should remain as it is at present with parochial board.

5889. With regard to medical men you mean? Both medical men and inspectors.

5890. There is no power of dismissal with reence to inspectors in the local boards now, is re?—I am not sure of that; the question has not en tried yet; but I hold the opinion that they uld have a perfect power of control over their n officials.

5891. Then you would do away with the ard of supervision altogether, I suppose?—; they have very little power in the matter just w, and I would not increase it; I have known es (I am speaking from experience) where it uld have been very troublesome indeed to have alt with the medical officer through the board supervision.

5892. But you are aware that at this moment e Board of Supervision has no concern with gard to the appointment or dismissal of the dical officer?—I am saying that I have known ase where it would have been disagreeable to ards to have dealt with a medical gentleman ough the Board of Supervision.

5892*. You do not wish the power to be given the Board of Supervision?—No; as to the noval of nuisances, I do not think, in connecn with that subject, that there is any necessity interfering; I am a member of the local auority which has charge of that matter in Paisley, d we have in the Nuisance Removal Act and blic Health Act all the powers that are necesy. There is just another point which goes back what Mr. Brown stated as to the matter of rates. r. Brown might have stated that within the unty of Renfrew the lowest parochial rate, with e exception, is 8 *d.*, the highest 2 *s.* 11 *d.* (that in Paisley), and the average rate 1 *s.* 6 *d.* per und; and I agree with him in thinking that it uld be important to remove these inequalities d to equalise the burden, if it could be done, thout producing other evils. Although the e is so very high in the town of Paisley as . 11 *d.*, it arises neither from excess of paurism nor of expenditure, but from the comratively limited rental of the town as compared th other parishes in Renfrewshire, and in otland generally.

5893. Are you speaking of the rate upon ners as being 2 *s.* 11 *d.* now, in the parish of isley?—No, that 2 *s.* 11 *d.* is the double rate, d the reason why that is not 2 *s.* 3 *d.* is this, at while the landlord is assessed one-half, we ve to make up for the deficiency of the lower ss of tenants upon the other tenants, and their neral rate is 1 *s.* 9 *d.* So with 1 *s.* 9 *d.* and . 1½ *d.* you get about 1 *s.* 10½ *d.* or 1 *s.* 11 *d.*

5894. This evidence of yours differs entirely m that of Mr. Brown, and from the return ich I hold in my hand, a return for the year ding May 1865. The rate on owners, as given ere, is 1 *s.* 1 *d.*; on class one of tenants, 3 *s.* 6 *d.*; ass two, 2 *s.* 3 *d.*; class three, 1 *s.* 9 *d.*; class ur, 1 *s.* 4 *d.*; class five, 1 *s.*; and class six, 6 *d.* ow, how do you make out the 2 *s.* 11 *d.*?—It mes out in this way, if you put all the tenants' sessments together, and take the amount of pro-

perty under each head, you will find that the average tenants' assessment would that year be about 1 *s.* 8 *d.*, per £.

5895. Mr. *Orr Ewing.*] But Mr. Brown said that the lowest was 6 *d.*, and the highest 3 *s.* 6 *d.*, was he wrong?—He was not wrong; but what Mr. Brown wanted the Committee to understand was this, that the landlords have to pay one-half of the whole assessment. So have the tenants; but there are 4,000 tenants who do not pay. Well, we have to fall back upon the 4,000 payers for their deficiency, and that raises the aggregate assessment upon tenants 6 *d.* or 7 *d.* higher than the assessment upon landlords. I may state that I concur with Mr. Brown likewise, in saying that illegitimacy is not a very burdensome matter in Paisley, and that probably not more than five per cent. of the poor rate is required to meet cases of that kind.

5896. What do you think is the great cause of pauperism in Paisley?—I should say that the greatest amount of pauperism arises from very unavoidable causes. We have in the first place about 500 orphan and deserted children. Then we have in the poorhouse a very large number of the aged and infirm who are unable to leave their beds; our sick wards are filled with aged and infirm people.

5897. But what is the cause of these children being orphans and deserted?—The cause of their being orphans and destitute is very plain; their fathers having died, having been poor men, they made no provision for them. Then as to the deserted children, in that, as in every populous locality there are always a number of bad people who misbehave themselves in various ways, quarrel with their wives, commit some offence, or tire of keeping their families, and leaving the town they leave them a burden upon the community.

5898. We have had strong evidence here that the drinking habits of Scotland are the great cause of pauperism; is that your view?—It is a cause, but not an overwhelming cause; there never was a greater exaggeration than to say that nine-tenths of the pauperism of Scotland is caused by the drinking habits of the people. We are just as bad, I believe, in Paisley as in any other place; and I make a very liberal allowance when I say that not more than one-fourth of the pauperism in Paisley can in any way be traced to that cause.

5899. You think that one-fourth may be traced to it?—Well, not more.

5900. Mr. *Miller.*] Have you turned your attention to that question in Paisley?—Yes.

5901. And found that one-fourth is the proportion due to it?—I found that those cases are not more than one-fourth of the whole. There are some cases which other people might be inclined to admit, but which I would not be inclined to admit as caused by that, they are so indirectly caused by it.

5902. Mr. *Orr Ewing.*] Are you much troubled with shebeens?—Not much; I think that the police very generally will get a man a house to go into which is not a shebeen if he is on the look out for one.

5903. Have you any statistics as to the shebeens?—No; shebeening does not prevail in Paisley, there not being above one case in the year of conviction. I think, from the fact that there is a looseness in the administration of the law, not by the officials, but by those who protect the public during the night, the people in Paisley

Mr. *R. Watson.*

22 June 1869.

who want drink do not need to go to shebeens; they get it in the regularly licensed places.

5904. Sir *David Wedderburn.*] There is a point on which we have had somewhat conflicting evidence, on which I should like to have your experience; what moral effect do you think is produced upon the labouring poor by the system of levying poor rates upon those who are just above the margin of paupers?—I think that the effect is good upon the whole; that, however, is a matter that I cannot speak very strongly upon. I always find that when a working man is in the habit of paying his poor rate he is a decent fellow (that is the extent of it), and not likely to become a pauper. I may likewise state that I am utterly opposed to giving nothing but in-door relief. In Paisley we would require to get a building twice the size of the present one to accommodate the widows and children alone; and I think that it would lead to a far greater expenditure than the present system of partial out-door allowances; and, besides, it would b cruel to poor people to force them into a poo house, when they can be kept out of it by a mu less expenditure.

5905. *Chairman.*] Is there anything else th you have to state?—As regards any change the law, there are two points that I think shou be looked at, if Parliament legislates on the su ject; one is to try to have a more stringe method of getting at the fathers of illegitima children.

5906. These are points on which you agr with Mr. Brown?—Yes; and then, with rega to the sending of paupers to Ireland, I thin as soon as possible there should be a chang in the law in that respect. Irish pauperism a grievous burden to various parts of the countr and it is very unfair that not an Irish pauper ca be removed without a cost of something like 8 or 10 *l.*

Mr. Robert M'Crindle, called in; and Examined.

Mr. *R. M'Crindle.*

5907. *Chairman.*] I believe you are a native of Ayr?—I belong to Maybole; but I have been in Ayr these last 25 years.

5908. You were formerly serjeant major in the First West India Regiment?—Yes.

5909. And since, you have joined the Ayrshire Militia, and are now retired staff serjeant of the Ayrshire Militia?—Yes.

5910. How long have you lived in Ayr?—About 25 years.

5911. I believe, for several years past, you have been occupied as house factor, and also in collecting rates in the town of Ayr?—I have been 20 years occupied as a house factor, and about 10 years collecting the gas rates.

5912. In your business as a house factor, and in gathering these rate, I presume you have been brought into constant communication with the ratepayers in the town of Ayr?—Every day almost.

5913. Your business is to go from house to house?—Yes.

5914. I presume you have a thorough and complete knowledge of the rate-paying population of the town?—I think so.

5915. And in all classes?—In all classes.

5916. You are in the habit of conversing with them, and are able to give us, therefore, a notion of their view of the grievances of which they have to complain?—Yes.

5917. Have you had any conversation with these parties with regard to the present Poor Law Act?—Yes; I believe that the general opinion of the Poor Law Act is, that it requires a great deal of amendment.

5918. What is the principal cause of dissatisfaction, so far as you could gather from various parties, as to the working of the Act?—The causes of dissatisfaction are different in different classes; the ratepayers are dissatisfied with the increase of pauperism, and the paupers themselves (whose opinion perhaps might not be thought much of) are dissatisfied from the small amount that they receive.

5919. Have you, in your experience, found an increase in pauperism during the years that you have lived in Ayr?—Yes; it has steadily increased since I came to Ayr, 25 years ago. I believe the whole of the poor were relieved and all the officials paid for about 500 *l.*; now it re quires about 3,000 *l.*

5920. Mr. *Miller.*] Are you talking of th parish of Ayr, or the town of Ayr?—I am talking of the parish of Ayr, including the town.

5921. Mr. *Orr Ewing.*] What was the popu lation 25 years ago?—Between 8,000 and 9,000.

5922. What is the population now?—9,000 o a little over that.

5923. Mr. *Anderson.*] Had they a poorhous then?—They had a poorhouse.

5924. Mr. *Orr Ewing.*] Ayr has not increase in population?—No, very little.

5925. *Chairman.*] The parish of Ayr you ar speaking of?—I mean the parish of Ayr.

5926. There are three parishes within the Parliamentary boundary?—Yes; but I do no speak of either of those, but of the parish o Ayr.

5927. What has been the principal cause o this increase of expenditure?—The increase o expenditure has arisen from the increase o pauperism; and the increase of pauperism ha arisen from various causes. I think the firs cause that I may mention, although not the prin cipal cause, is the encouragement that has bee given to unskilled labour for many years in th country, which has brought to the country th class that generally fall into pauperism. Tha is one cause. Another cause is that we hav some trades in Ayr, which some time ago wer much better paid than they are now. We ha a number of weavers, and the few that remai are very poorly paid, and the relations of many of those who are gone, have fallen into pauperism from their inability to make any provision fo them. But the principal cause of pauperism is I think, in itself; there is a feeding cause in th system that increases pauperism itself, and tha I look upon as the principal cause.

5928. Will you explain your expression o pauperism feeding itself; do you mean that th action of the present poor law tends to multiply paupers?—Yes, I mean that the giving of relie to one pauper, or the bringing on the roll of on pauper, has a tendency to bring two or three more of his neighbours, or her neighbours, to b paupers.

5929. Hav

). Have you formed any opinion how it is
at result has arisen under the present law,
it did not appear to arise under the old
hen we had a poor law and parties were
d by the local managers?—I believe it
isen from the present law, because it is
upon as giving the poor a legal claim to
bsistence. They think that they have a
laim.

). Do you mean to say, that the right
the pauper now has to go to the sheriff, for
e, and compel the local board to aliment
as given them a notion that they have a
right than they had when the matter was
hands of the kirk session?—Yes; not only
given them a notion, but it has added to
acilities very much.

1. Mr. *Orr Ewing.*] Would you do away
hat power?—Yes.

2. What remedy would you give to a poor
nable to maintain himself?—I believe that
s quite knowledge enough, and humanity
h in the parochial boards to decide rightly
er a pauper is deserving or not; I would
the matter with them under appeal to the
of Supervision.

3. You would leave the matter to the
ial boards, and to the Board of Supervi-
—Yes.

4. But you would not give any right to a
to claim relief?—I would give him no
to appeal to the sheriff.

5. *Chairman.*] You would leave the mat-
re entirely in the hands of the parochial
than it is at present?—Yes.

6. And do you think that under a system
t kind, the poor people would be at any
s well cared for as they are now?—I am
satisfied that they would, and I will tell
he reason; when the sheriff orders inter-
te relief, the smallest allowance is granted,
fficient to fulfil the injunction that is laid
the board by the sheriff; because the sheriff
power to fix any amount; he only orders
to give relief, and the board then are the
s as to what amount of relief ought to be

7. Have you any practical experience as
at the action of the sheriff in Ayr is; whe-
he frequently orders the poor upon the roll?
elieve that the way he acts is this: an ap-
ion is made to the sheriff, and he orders
erk to send word to the inspector of the
that interim relief is to be given; and in
there are four poor law agents, procurators,
ct on the behalf of the poor, and the case
applicant is handed over to one of those
law agents to prosecute the case against the
, in the event of the parish not acquiescing
sheriff's decision.

8. But when an application is made to the
f by a party who has been refused relief by
oard, does the sheriff make an order upon
mple *ex parte* application of the applicant,
es the sheriff call before him the inspector to
in the case?—In some cases he does, but in
cases he orders interim relief at once;
her cases he sends the application to the in-
or, and requires the inspector to show
ns why relief is not granted.

9. And can you say whether, in the course
e year, there are many applicants who are
pon the roll by the order of the sheriff?—
do not venture to say that, but the inspector
re who will be able to say that.

2.

5940. Mr. *Miller.*] Does not the sheriff require the applicant to show reason why he should be put upon the list?—The pauper presents a petition stating that he is unable to support himself.

5941. Does the sheriff examine as to the truth of that petition?—I am not aware that he does; there is no proof, at least, that there is any examination, and I have never heard of a pauper being required to give that evidence.

5942. Am I to understand that he takes that statement for granted as being correct, and leaves to the inspector the burden of showing that it is not correct?—That is the rule, I believe.

5943. Mr. *Fordyce.*] Do I rightly understand, that you would give the pauper no right to appeal to the sheriff?—No claim.

5944. You think that it might be safely left to the parochial board?—Yes.

5945. Mr. *Cameron.*] And the Board of Supervision as an appeal?—Yes, and the Board of Supervision as an appeal.

5946. You used the expression just now "unskilled labour," and spoke of it as a cause of pauperism. Where does that unskilled labour come from?—They are genarally Irishmen who are labourers, and have been employed in making railways, and working on roads in a great measure; that is what I mean.

5947. *Chairman.*] Have you a large proportion of Irish amongst your paupers in Ayr?—Yes, I believe they are at least two-thirds of the paupers.

5948. Sir *David Wedderburn.*] You spoke of the depression of the weaving trade having something to do with that, the increase of pauperism; that is to a small extent, I presume?—Yes.

5949. *Chairman.*] With regard to this increase of expenditure which you are pointing out, from 500 *l.* to 3,000 *l.*, has it been gradual?—It has been a gradual increase up to the present time.

5950. And is that expenditure attributable to the number of paupers on aliment, or has it been largely increased by the new system, and by the salaries consequent on that system?—It is attributable to various causes, but the increase of paupers is the general cause; and it is attributable to a great deal of money being laid out for purposes that might be avoided, such as law suits and things of that kind.

5951. Mr. *Fordyce.*] Are you speaking of the parish of Ayr?—I am speaking purely of the parish of Ayr, and it might be applied generally to the whole of Scotland.

5952. *Chairman.*] I have the annual account of the Board of Supervision here. I think that the law expenses in Ayr do not seem to be very high during the last year, only 5 *l.* 18 *s.* 9½ *d.* But they have had heavy law expenses in past years, you think?—Yes.

5953. What is the number of paupers altogether?—I believe there are about 600. I do not pretend to be correct in that.

5954. Mr. *Loch.*] How many were there 25 years ago, when you say the expenditure was 500 *l.*?—I can hardly answer that question.

5955. *Chairman.*] You say that the paupers themselves complain that they are not sufficiently well cared for?—They complain that they do not get enough.

5956. Do you think that that complaint is well grounded?—Well, I do not think it is. I think that the board are judicious in their mode of dealing with the poor.

5957. Comparing them with the condition of

Mr. *P. M'Crindle.*

22 June 1869.

the labouring classes in Ayr, and the wages that they earn, and their mode of living, have the paupers in Ayr any right to complain of the allowances made to them, and the mode in which they are treated?—No, I think they have not.

5958. Mr. *Fordyce.*] To whom do the paupers complain; to the board?—When I speak of their complaining, I refer to their general murmuring. From the knowledge that I have from my intercourse with them, I know that that is the case.

5959. Mr. *Cameron.*] Is the ordinary allowance the same as is given in similar parishes?—The allowance there is very much according to circumstances; I have one family that are tenants of mine that get as much as 4 *s.* a week.

5960. On the average they are not lower than the allowances in similar parishes?—No; they are better than either of the two parishes that adjoin Ayr.

5961. *Chairman.*] How many individuals are there in that family which you just spoke of as receiving 4 *s.* a week?—Three, and the mother.

5962. Is she a widow?—Yes.

5963. Mr. *Fordyce.*] What are the ages of the children?—The oldest girl is about nine or ten years of age, I think, and the second would be about seven, perhaps.

5964. *Chairman.*] Can the mother, or any of the children, do anything for themselves?—I do not think the children can do anything.

5965. They are entirely dependent upon her?—Yes.

5966. That is rather an exceptional case, I presume?—That is the highest I know of.

5967. Mr. *Cameron.*] Does that amount include everything?—All the money.

5968. Do they get anything besides the money?—I do not think they do in that case.

5969. Mr. *Fordyce.*] Is the mother herself unable to do anything?—From having the charge of her family she is not able to earn anything.

5970. What is the age of the youngest child?—About five, I think.

5971. *Chairman.*] You were saying that the poor law has, as it were, created pauperism or extended it; have you any experience of, and can you state from your knowledge, cases of parties applying for relief who would not apply were it not for the present system of poor relief?—When I speak of the ill effects of the present system of relief, I mean the temptation that it gives to people of a low moral idea to apply for relief when, with a sufficient amount of industry and effort, they would be able to keep themselves.

5972. You mean that they would rather receive a dole from the parochial board than bestir themselves and earn their living themselves?—Yes; what they would get does not do them a good deal of service, but they think they can get it, and so they try to get it.

5973. Have you had any experience of facts of this kind, that a person would rather get, for instance, a shilling from the board, and not work than work and get 2 *s.* 6 *d.*?—I will tell you how my experience is on that point. I have a great number of pauper tenants, and a good number of the poorer working classes. I have been applied to, perhaps, a hundred times within the last few years to write petitions for them to the parochial board, which in some cases I have done, and then I have noticed that others of about the same class have applied to me to do the same, and have stated to me, "Oh, Mrs. Somebody gets a shilling a week, and I mig well get it."

5974. Are those persons people who are r getting some work to do?—They are p that could work.

5975. Who do not really want this assist from the Poor Law Board?—They do not re it; I think they have merely the idea that a fund there that may be applied to, and according to the state of the law they wi able to take something out of it.

5976. Are any of these persons ratepa themselves?—No, I think not, except that u this new law some of them are classed as payers.

5977. You mean in connection with the paying clauses of the Reform Act?—Yes.

5978. You used to be assessed on mean substance formerly, in the parish of Ay Yes.

5979. How did that operate in Ayr, wh was in force?—It did not operate very satisf rily, but I am satisfied that if a proper machi were set at work, there is no obstacle in the of its operating equitably.

5980. What has been the result since m and substance was abolished by the Act of 1 how has the transaction been felt; has it more or less grievous?—It has been more vous to the working man, I mean the p working man, who is assessed upon his re and who, under the former system, would been assessed upon means and substance, had more than 30 *l.* a year; but now, no m what sum he has, he is assessed upon his re If he lived in a house above 4 *l.*, before this year, he paid directly to the inspector; but were a house under 4 *l.*, he paid to the lan or the factor, who paid the poor's rates in tu the inspector at the regular time.

5981. And have you found that the chan the law is much complained of amongst labouring population?—It is much complain by the poor man, who is barely able to himself.

5982. Sir *David Wedderburn.*] I suppo is the case that as you go lower down in scale, the rent bears a larger proportion to total income than it does among the weal classes; the poor man pays a larger share o annual income in rent than the rich man doe Yes; a man, for instance, with 30 *l.* income be paying, perhaps, between 3 *l.* and 4 *l.* a for his house.

5983. Mr. *Orr Ewing.*] That is to say, a t part of his income?—Yes.

5984. And do you think that a rich man not live in a house correspondingly high?—V the tenth part of a rich man's income I con a very different item from the tenth part of a man's income, who requires the whole of i his support.

5985. Still you believe that the working have houses corresponding very much to income?—Yes, they cannot get houses muc low that.

5986. *Chairman.*] Do you find any chan the system of living amongst the labou classes in Ayr?—I do.

5987. In what direction?—In the directi a greater expenditure; and I attribute th the great increase of wages acquired by sk artizans, and the consequent increase upo price of food, that is to say, butcher's meat

hose things; I consider that that increase of
s has encouraged the working man to live
better. That has raised the markets upon
oorer man, and the poor man has in a great
ure imitated the artizan.

88. Then you do not think that they are
g in accordance with their means, as they
to do formerly?—Well, I do not say that;
nk that they are living in accordance with
means, but the tendency of an increase of
s has encouraged them to buy more expen-
food, and the buying of more expensive food
ncreased the marketable price.

89. Do you mean to instance this as a proof
there is less provident management of their
nes than there used to be before the passing
is poor law?—No, I do not mean that exactly;
an that a man has a better opportunity of
ng this description of food; he has the means
tting it, and he necessarily uses it, but that
tendency to increase the price.

90. Do you mean to point to this, that the
ase of wages, and the increased comfortable
ion of the labouring classes, ought, in a
er state of things, to have reduced pauperism
r than to have allowed it to increase?—No,
not mean that; I mean that the raising of
artizan's wages, enabling him to live higher,
that example of living higher upon the poorer
who is not able to live equally well with
have tended to make the poorer man poorer.

91. You mean to say that this better style
ving amongst the working class who are able
ford it, has raised, generally, the price of pro-
ns, and that has operated to the detriment of
below them who are not able to overtake
?—That is what I mean.

92. Mr. *Orr Ewing.*] You do not wish us to
rstand that you consider it an evil to the
nunity that wages have risen?—No, I do
but it has been an evil in a certain sense;
s been an evil to the poor man who was not
rtizan, and who was not able to get a wage
ything like proportion.

93. Mr. *Crum Ewing.*] But have not com-
labourers' wages risen?—Yes.

94. Then that increase of expenditure has
occasioned by their using a better quality
ood, more butcher's meat for instance?—

95. Is it not a very agreeable state of things
the working classes should be living in a
er state than they have been doing?—I ad-
that it is agreeable to them.

96. But is it not agreeable to the general
munity that they should?—Of course it is.

97. Sir *David Wedderburn.*] But if I un-
tand you rightly you say that the increase of
fort among those who are able to earn wages,
es it necessarily more expensive to maintain
e who are unable to earn them?—Yes, that
hat I mean.

98. Mr. *Miller.*] You also state that the
ans are living better than they were, and
the poorer man is tempted by seeing them
in a better state, to go beyond his means?—

99. *Chairman.*] And you mean to say that
indirectly operates to create pauperism by
ting a certain improvidence among those
are really not able to maintain that style of
g?—Yes.

00. And that improvidence has been fostered
the notion that under the present poor law
42.

they can, at any rate, when they come to a bad time, come upon the poor roll?—Yes.

6001. What is the feeling with regard to the poorhouse, amongst the poorer population, and those from whom the paupers come; is there a great objection to going into the poorhouse?—A great objection generally.

6002. It is not used very stringently in the parish of Ayr, is it?—Not in Ayr.

6003. Allowances are made very often to the paupers, by paying the rent simply?—Yes, the parochial board in many cases where parties are not absolutely unable to work, help them by giving them as much as pays their rent.

6004. Are there many of those cases?—A good many.

6005. Do you think that that is a good system?—I think if they are to be paupers at all, that it is better to secure a house for them than it would be to give them the money.

6006. But does not that offer a premium to landlords to maintain a certain class of property, and to look to the parochial board as being in fact their tenants?—But the parochial board do not become bound for their rents.

6007. They practically make the allowance in that way in many cases?—Yes; the applicants often put it in this way, that if they got as much as would pay their rent, they would be satisfied.

6008. Is not that an inducement to the maintenance of a certain class of property to encourage these rents being paid by the parochial board?—I do not think it is; I have a number of that class of tenants, but I would much rather not have them, and I believe that to be the feeling of others.

6009. Do you find that the present system of taxation for the relief of the poor, which goes down to so low a limit as you have indicated, has a tendency to do away with the old feeling of mutual family support?—I do.

6010. Sir *David Wedderburn.*] You have not found that it has an elevating effect on the poorer labouring class, that they find themselves in the position of contributing to the maintenance of their poorer brethren?—No, I have found this: that if a poor man who is just a little above being a pauper himself, is taxed for the relief of the poor, he grudges it very much, and he not only grudges it, but it induces him if he has an opportunity or apology for it to become a pauper himself.

6011. Mr. *Miller.*] Does he look on the parochial board as being a benefit society?—No, he has no idea of reciprocity.

6012. *Chairman.*] He has no idea that having contributed towards the poor rates, that is an insurance fund which he has a right to come upon?—No, I think not; I have not found that.

6013. Are there a number who get excused from payment of rates on the ground of inability to pay?—There are a great many who have been excused this last year.

6014. That will be in consequence of the change of the law?—In consequence of the change of the law. I believe that there will be 400 perhaps, or a little over that number, excused.

6015. Do you find that the rates weigh unequally in consequence of a large proportion of those who are more indolent, not caring about whether they go on the poor roll or not, and

Mr. R. M'Crindle. 22 June 1869.

being more forward in applying; while the honest hard working man hesitates to go and apply for relief, and struggles on to pay his rates?—I know people of different classes; I know some people who would not go on the board under any circumstances, and others who as soon as they had an opportunity, or an excuse for going upon it, would apply for relief.

6016. Do you find that that acts with a discouraging effect upon the honest working man?—Yes, I believe it does.

6017. Sir *David Wedderburn.*] Have you noticed any marked increase of late years in the willingness to apply for poor law relief?—Well, I cannot say that I have noticed any increase so important that it marked any one year from another.

6018. Mr. *Miller.*] But generally speaking the tendency in that respect has been to an increase?—Yes.

6019. *Chairman.*] What is your view with regard to the operation of the poorhouse; are you inclined to make the application of the poorhouse test more stringent than it is now?—I would have no relief other than the poorhouse for two reasons: the first is, that the poor man or the poor woman, will be taken proper care of in the poorhouse; and the other is, that the out-door relief encourages paupers. An objection might be made to that in this form by some people—"Well, here is a person that can be kept outside of the poorhouse for 1 *s.* 6 *d.* a-week, and if you put that one into the poorhouse it will take about 5 *s.*, and with the cost of our building added to that it is somewhere near 7 *s.*" My answer to that would be, "Well, if there were only to be this one isolated case, of course I would prefer giving the 1 *s.* 6 *d.* to that party, but if the giving to that party will induce a dozen others to apply and get 1 *s.* 6 *d.*, then I would put the person into the poorhouse, and keep him there at 5 *s.* a-week, which would be both the best for the pauper and most economical for the public."

6020. Do many of those, or any of those who receive out-door relief, waste the money in drink?—Well, I am afraid it is too generally the case that they do.

6021. Sir *David Wedderburn.*] Are there not cases where a small amount of out-door relief might enable a struggling labourer, or a widow with children, to keep his or her head above water, when otherwise they would necessarily become paupers altogether?—Yes, and perhaps I might qualify what I said just now, by saying that, in cases of destitution arising from affliction in the family, I would not be averse to out-door relief for a time; that has been my impression for a good many years.

6022. How then could you draw the line? You said just now, that you considered out-door relief to be dangerous?—Generally, I do; I would draw the line in two ways: first, I would either draw it by the time that the party might be a pauper; or I would draw it from the judgment of the parochial board.

6023. Mr. *Orr Ewing.*] You mean, that to no permanent pauper would you give out-door relief, but that to any one that was merely wanting aid temporarily, you would give it?—Yes, in a case of temporary distress.

6024. Mr. *Cameron.*] You would not abolish out-door relief altogether?—I would, except under the circumstances that I have stated, in a case of affliction in the family, or some calam that might pass away in a few weeks, or perh two months.

6025. *Chairman.*] That is to say, if I gat your idea, you would leave a discretionary pov in the boards, to give assistance in cases wh parties had come into difficulties through n fortune, and who, if they were not assisted that moment, would eventually become perman paupers?—Quite so; I mean that.

6026. You would give the discretionary pov for the purpose of prevention of pauperism, rat than for the sustenance of pauperism?—Yes.

6027. Mr. *Fordyce.*] You stated that you h found a great reluctance in people to go into poorhouse, and especially in the class just ab paupers?—Yes.

6028. Notwithstanding that, you would con relief to the poorhouse?—Yes.

6029. Would you approve of separating m ried people as at present, in the poorhouse, parent and child?—I would approve of separat married people under a certain age, but abov certain age I would not approve of it; and would approve of their being separated un that age, with a view to decrease as much possible the pauperism of the country.

6030. Mr. *Cameron.*] Any respectable m considers himself somewhat lowered in put estimation if he has gone into the poorhouse?- believe he does.

6031. Do not you think it well, as far as po ble, to prevent that by judiciously applying outd relief, even though it may be a little more e pensive, not to hurt a respectable man's feeling —In my treatment of a man who becomes dependent on another man, I would treat him kindly as possible, but I would have this in vie that I am treating that man kindly at the expe of another man, who is perhaps not much bet able to maintain himself. And again, I beli that the man would be much better off in t poorhouse than he would be in his own hou Any gentleman who had an opportunity of vis ing the houses of the poor, would have no hesi tion in coming to the conclusion, that the man his own house was not in a place suited to condition.

6032. Mr. *Loch.*] Looking at it as a questi of practicability, apart from principle, would be possible to deal with all the poor by means the poorhouse only?—I believe it would crease our number of paupers so much, tha would be quite possible.

6033. Then, do you think that relief is n given out of doors to a large number of perso who in reality might do without it?—Yes, I b lieve that the law is in such a state as enabl them to get it.

6034. And do you think that the wh amount of the difference between those w would go into the poorhouse then as you suppo and the number who now receive relief, mig find resources for themselves on which to live, the event of their not going into the poorhouse? They might find resources in ways which I wou suggest; for instance, many of the paup ought to be kept by others, who are not keepi them now.

6035. You would throw upon others then, t relief of pauperism and distress, which is n relieved by the ratepayers?—Yes.

6036. Mr. *Orr Ewing.*] You mean by "other their relations?—Yes, sons and daughters.

3037. *Chairma*

037. *Chairman.*] Parties legally bound to port them?—Yes.

038. Mr. *Cameron.*] Are there not cases re paupers would rather starve than go into poorhouse?—I do not think it.

039. You think that the statements to that t are exaggerated?—Yes.

040. Mr. *Miller.*] You have no experience of ?—I have no experience of that; I am deal- with perhaps 40 or 50 paupers, and I do not w anyone that would starve rather than go the poorhouse.

041. Mr. *Loch.*] Did I rightly understand you ay that the number of paupers at present re- ed is about 500?—About 600; I do not pre- l to be correct in that; I mean to include ir dependents as well in that number.

042. Out of that number how many are in poorhouse?—I think our parish has only ut 40 in the poorhouse.

043. Then you think that there are 560 who ht either be received into the poorhouse or got rid of as paupers altogether in case your em were to be adopted?—That is a large nber I admit, but I adhere to what I pre- usly said, that I am satisfied that if there a more stringent mode of making people port their parents, and if husbands were pre- ted from deserting their families, a large num- could be struck off the roll.

044. But is there any large proportion of t 560 that we are speaking of now whose ents or friends are in a condition that would ble them, however willing they might be, to eve them and to help them?—I would hold t every able-bodied man, without reference anything else, should support his father or his ther, in the same way that one able-bodied n is held by law to support seven or eight ldren, while another is only called upon to port two or three.

045. But we are now dealing with this as a ctical question; here are 560 people receiv- out-door relief in the town of Ayr?—Yes.

046. Does not the very fact that they apply relief show that they have not the assistance m their friends that would enable them to e without the aid of legal relief?—No, not to mind; many of them apply for relief who ld do without it.

047. Do you think that there is any large portion of that 560 who have friends who ld support them in the event of their having other resource except the poorhouse?—There a good many such, I believe.

048. Mr. *Miller.*] I suppose you mean that u do not depend solely upon the relations to intain those 560, but that they would, some them, find other means out of doors for sup- ting themselves rather than go into the poor- use?—Yes.

049. Mr. *Orr Ewing.*] What accommodation ve you in your poorhouse in Ayr; you say you ve only 40 persons there now; I presume you ve accommodation for a great many more?— ir poorhouse is a combination poorhouse. I ve not turned my attention to the point of the ount of accommodation, but I have been in e poorhouse, and the attention to the poor is cellent.

050. Sir *David Wedderburn.*] Is there a large portion of illegitimate children among those the poorhouse?—Yes.

051. Have you any suggestion to offer on at subject as to dealing with the question of illegitimate paupers?—Yes; I would suggest that, if the present mode is not abolished, under no circumstances should illegitimate children get out-door relief, because they just grow up paupers, and spread the contagion of pauperism.

052. Mr. *Crum Ewing.*] Have you heard any of the evidence that has been given before on the subject?—No; I am speaking purely from my own observation; I have not read any of the evidence.

053. It has been stated here that a great advantage has been found from boarding out those children in the country; are you aware of that?—That I would do in preference.

054. You said you would have them in the poorhouse, did you not?—I mean, if their parents applied for relief, I would not give it to their parents out of doors.

055. *Chairman.*] You mean that you would not give it to the able-bodied mothers of illegitimate children?—Quite so.

056. Have you any notion of how many of these 600 would be Irish people?—No, I cannot state that; we have no statistics, I think.

057. In addition, I presume, to making the relief to be only given in-doors, you would wish some change with regard to the condition of the Irish poor, so that we might be relieved of the extra burden?—I would wish to see a system of equity between Ireland and Scotland, the same as that which we have between our different parishes.

058. We might get rid of a good many of these 600, I suppose, if those parties were supported by their own country, as they should be?—Yes; or, if they remained in Scotland and were supported by our parish, we having the means of recovering the money that we expended for them.

059. Do you think that the law is sufficiently stringent with reference to children maintaining their parents, and *vice versâ*?—No, I do not think it is.

060. It is not observed sufficiently?—No.

061. You would wish more stringent rules upon that subject?—I would; I would make the desertion of families by husbands a criminal offence that should be prosecuted by the fiscal.

062. Would you extend the liability in a collateral line?—I have thought on that subject, and I would, under some circumstances. I can see a hardship in a brother, who was somewhat prosperous, having to keep several brothers; but if there were only one to be kept, I would have no scruples about having to keep that one rather than that he should be a pauper.

063. Would you make it compulsory?—Yes; no other way would be effective.

064. Whatever might be the causes of that unfortunate brother getting into difficulty?—Well, under our present law (and I do not see that it could be well altered), we cannot look to the causes, though we may deplore them.

065. Do not you think that it would be a very hard measure for a well-to-do working man, living honestly, soberly, providently, and industriously, to be forced by law to maintain a ne'er-do-well brother?—Yes; but I would do it in this way: I would fix the allowance of that brother much higher, before he should be compelled to support his brother, than I would fix the allowance of a son whom I would compel to support his parents. I would deplore the state of

Mr. *R. M'Crindle.*

22 June 1869.

matters where one brother was perhaps a professional gentleman, or in independent circumstances, and another perhaps was obliged to be a pauper.

6066. At any rate you would not like to see men continue to go upon the parochial boards in order to see their relatives put on the roll?—I would exclude all parties from being members of the parochial boards who have relatives so near as a brother or sister on the roll.

6067. Mr. *Miller.*] You have been going a good deal about, and know the habits of the paupers, I believe; do you find from that experience that they spend the allowance they get in a proper manner, as a general rule?—Well, I have not seen, as a general rule, any great objection to the way that they spend it.

6068. And you have had considerable experience?—Yes; I have a few of them in my mind that make a very bad use of it, but as a general rule they do not.

6069. Do you mean that those few spend it in drink, or what?—Yes, I mean in drink; and they spend it, perhaps, half-an-hour or an hour after they get it.

6070. *Chairman.*] Is there any means used to endeavour to check that; do they refuse them relief when they come back again, if they find that they have squandered it in drink?—I am not aware that they can refuse it on that ground; I rather think that they cannot.

6071. Mr. *Miller.*] Do you know what becomes of these people who spend their allowance in the next half-hour after they get it; how do they subsist till the next pay-day?—Many of them work a little; and they are just in the position that I would place the great majority of them in; they are then dependent upon themselves.

6072. So that in reality they could live just as well without the relief, and probably better, than they do with it?—Quite as well.

6073. But the law, in your opinion, compels the board to give them allowances?—Yes.

6074. Do you think that that is fair and right?—No, I do not think that it is either fair or right; the difficulty is just to draw the line between a man who should be debarred from receiving relief from his own immoral conduct, and a man who has lived soberly.

6075. Would you have any difficulty in your mind in cutting off such a man as the former from relief?—Not the slightest.

6076. *Chairman.*] I presume that these would just be the cases that your system of giving relief only in-doors would strike off?—Yes.

6077. I presume that the parties who come and get relief, and spend it in drink, are the very parties that would refuse to go into the poorhouse, where they could not get drink?—Yes, I believe they are.

6078. And you would get quit of those persons if you insisted on the poorhouse in all cases?—Yes.

6079. Have you any suggestion to make as to any alteration in the basis of assessment for levying poor rates?—Yes; I would suggest that if possible it ought to be changed to means and substance, and that every means ought to be taken to assess all kinds of income.

6080. I presume that the difficulty which was felt about it when it was in practice in Ayr, was that you had not a proper machinery?—That was the difficulty.

6081. And the result was, that the thing being committed to the parochial board, parties had their private matters inquired into in a way that was unpleasant?—Yes, it was considered inquisitorial.

6082. Would you see any difficulty in having it done through the machinery of the income tax?—No, I think that that would be quite possible.

6083. Has that motive been considered amongst the people of Ayr?—Well, it is an opinion that is not altogether general; I think, perhaps, the class about the middle class of society, and the lower class should be more in favour of it than the rich.

6084. The middle and the lower classes would wish such a system introduced?—Yes, and I say that from the fact that it was some of our richer men in Ayr who made every effort to get it brought upon rental instead of means and substance as it was heretofore.

6085. There was a considerable feeling at the time Mr. Baxter's Act was passed, I believe, in favour of that Bill?—There was; but it was not because means and substance was not considered the most equitable plan, but it was because of the difficulty of making it work.

6086. Was that feeling in favour of the Act general amongst the working class, or did it exist more in the upper and middle classes?—It was more in the upper class.

6087. And has the result of the change been to relieve the wealthier parties in the community from a certain amount of taxation that they had before?—It has, and the taxation has not been so equal since. Some very wealthy men live in houses of which the rental is not sufficient to allow them to be assessed in proportion to what they ought to give for the relief of the poor.

6088. You have some very wealthy inhabitants in the parish of Ayr, have you not?—Yes.

6089. Mr. *Miller.*] What do you consider a large rent in Ayr; a rent such as those parties would pay?—£.70 is a large rent for a house in Ayr.

6090. Those parties would be assessed on that 70 *l.*, and not on their large income?—Yes.

6091. Sir *Robert Anstruther.*] You think that a large proportion of their incomes escapes taxation altogether?—Yes.

6092. Mr. *Orr Ewing.*] But I suppose, although they may be rich men, living in not very large houses, they may have their money so invested, that they may be paying additional taxation for the support of the poor upon that?—Well, I am not sufficiently acquainted with the matter to say so.

6093. In railways, for instance?—Perhaps they may, I do not know.

6094. They may have house property in other parts of the country?—They may.

6095. I suppose your object would be to get at the money that is lent upon property?—My object would be to get at every kind of income from all sources.

6096. No man hoards his money now, he must invest it in something?—I would just ask every man how much his income was in the year; if he said "it is 100 *l.*," I would assess him upon that.

6097. You would trust to his word?—I do not say that exactly; the income tax schedules ask a man what he gets, but they do not trust to his word.

098. Do you mean that you would have the
ırn, that the assessor for the income tax has
very parish, laid before the parochial board?
would give the parochial board the same
er exactly that the assessor for the income
has.

099. You think that that would not be in-
sitorial?—It might be inquisitorial, but I
ıld consider that the end justified the means;
the necessity for equal taxation justified the
ıns.

100. *Chairman.*] But that difficulty which
just been pointed out might be avoided by
wing the collector for the income tax to gather
poor rate; the board informing him that they
uired so much, the income tax collector who
a knowledge of the income of all parties
ht, without disclosing the facts to the board,
ıble to gather the amount, might he not?—
nsider that that would be as good a plan; I
ıld have no objection to that mode if the object
e accomplished.

101. Mr. *Orr Ewing.*] What would you do
he case of a gentleman having a house in Ayr
an office in Glasgow, and making his return
Glasgow, which parish should get his return?—
have a great many families that come to Ayr
e every year whose incomes are derived from
sgow; I would ask each gentleman, either by
edule or some other means, how much it took
to keep his family in Ayr, and I would con-
r that as his income there.

102. You think that that would be a very
cticable system?—Quite practicable, if men
ıld tell the truth.

103. Mr. *Crum Ewing.*] A man may have his
ks in one parish, his counting-house or ware-
se in another, and his house in a third; how
you to get at all that?—Perhaps it might be
cult, but I do not see any difficulty in my
d in it.

104. Mr. *Miller.*] That is the way you would
e the assessment made?—Yes, upon those
vidual cases.

105. Sir *Edward Colebrooke.*] Take the case
ailways, would you assess any person who
an income from railways in the place of his
idence?—Yes.

106. And would you assess those railways
n, in the parishes in which they are laid
n?—No, I would like to see the law so, that
an would be assessed equitably, and that he
ıld pay equitably, in the parish where he
d.

107. But if he lived in London, and held
e shares in the Caledonian Railway, he should
be assessed in Scotland, but there should be
nuch deducted from the income of the rail-
y?—If he lived in Ayr, I would assess him
Ayr; not on the whole.

108. As far as regards a person residing in
r, his income that he derived from the railway
ıld be assessed in Ayr, and it would be so
ch deducted from the income assessed else-
ere?—I am not acquainted with the law re-
ng to railways.

109. I wish to know whether the railway
uld be assessed twice over, first for the parish
which the railway stands, and afterwards for
parishes in which the holders of stock reside?
do not think it would be a difficult thing to
e an equitable system. I do not pretend to
able to show all the ways in which it could
carried out.

.42.

6110. But your end would be to make it in favour of the parish in which the person resided, that his whole income should be assessed for that parish?—Not his whole income, but to the extent at least of what he paid in that parish. For instance, if a man lived at the rate of 500 *l.* a-year in Ayr, and if he had large works in Glasgow, or any other place, I would think it just to charge him upon that 500 *l.* as his income in Ayr.

Mr. *R M'Crindle.*

22 June 1869.

6111. In regard to mortgages, would you in the same way assess the holder of a mortgage, in the place where he resided?—I would assess all bondholders.

6112. Then you would deduct the value of that mortgage from the assessment of a parish, if it were in another parish?—I would consider that as part of his income.

6113. *Chairman.*] That would be part of his income in the parish in which the bond was?—Yes.

6114. And the difficulty would at once disappear, because the landowner whose land was mortgaged would deduct the amount from the interest that he paid?—Yes.

6115. Mr. *Miller.*] I understand that you would assess a man somewhere or another upon his whole income for the poor rates, but you would not assess him twice over upon any of the sums?—No.

6116. If he is a railway shareholder, and pays rates, as he has to do upon the railways, that sum having paid the poor rate applicable to the railways, you would not assess him upon that, but all other free money you would assess him upon?—Quite so.

6117. *Chairman.*] Is there any general feeling of grievance in Ayr from the fact that means and substance largely escape taxation?—There is a very general feeling, but that feeling, as I said before, is mostly amongst the working classes and amongst the middle classes.

6118. Their impression is, that they are paying an unfair share towards the support of the poor?—Yes.

6119. Mr. *Orr Ewing.*] In the event of the law being changed to what you would propose, would you go down below the present amount at which the income tax is collected?—I would tax no man for the relief of the poor that has less than 35 *l.* a year.

6120. But at present the income tax is only collected upon 100 *l.*?—Yes, but the same machinery, if applied, could go down below that.

6121. You would approve of going down to 35 *l.* a year, for the poor rates?—Yes.

6122. Do you consider that that would be any saving to a working man with an income of 35 *l.* a-year, compared with the present system under which he is rated now?—Yes, I think he would be exempted from the poor rates that he now has to pay.

6123. You think he would pay less on 35 *l.* income than now?—I would not have him pay anything on 35 *l.*

6124. But on 36 *l.* you would?—Yes.

6125. And you think that a man, with an income of 36 *l.* would pay less under your system than he now does?—No, I am not sure that he would, but I know that it would exempt a great number of working men who are just a little above being paupers themselves.

6126. You stated the amount you would assess at as being 36 *l.*; there are very few working men that have not a larger income than 36 *l.*?—

Mr. *R.* M'*Crindle.*

22 June 1869.

Plenty of working men have not 36 *l.*; I do not mean skilled artisans, but we have shoemakers, and we have weavers, and we have poor women.

6127. But those persons are relieved at present from payment of rates, are they not?—No.

6128. You said that 400 were relieved?—They are relieved by the pleasure of the parochial board.

6129. Therefore, they have to be left out in the consideration altogether?—Yes.

6130. The question is, have you made a calculation whether the working men would be better under the system that you suggest, or under the present system?—All the class that I relieve from rates, would be better off.

6131. I mean those that are getting 36 *l.* a year; no man can be better off than he is at present, if he is now relieved entirely, and they would still, according to your system, be relieved under 36 *l.*; but if you charged a man on 36 *l.*, would he be better off under your proposed system of taxation, than he is at present?—Yes, he would be better off, if all the available means of taxation were taken into account.

6132. Have you made a calculation to that effect?—No.

6133. *Chairman.*] He would pay less in the pound, because there would be more contributing to the rates?—Yes.

6134. Sir *Robert Anstruther.*] All I understand you to mean is, that there is a large amount of income which now escapes taxation, which ought to be brought into taxation, and which, if it were brought in, would, in proportion, relieve everybody, because more people would pay?—Yes.

6135. Mr. *M'Lagan.*] Did I rightly understand you to say, that you would take the income tax standard as the basis of assessment for the poor rates?—No, I would take the machinery of it; if it were left in the hands of the parochial board, I would give them the same means of obtaining information as to income, as the assessor of the income tax has.

6136. They should issue schedules in the same way as the Income Tax Commissioners?—Yes.

6137. *Chairman.*] Have you considered the question of extending the area of chargeability?—I have; I would extend it to every county.

6138. Would you, in the county of Ayr, extend it to the county?—Yes.

6139. You would not restrict it to the three divisions of Ayr?—I would make the counties the divisions, and I would appoint an inspector for each county, and a sub-inspector for each combination of three, or perhaps two parishes.

6140. Sir *Robert Anstruther.*] Is that in lieu of the parochial inspector?—I mean that the sub-inspector should have the power which the parochial inspector has now; but under the control of the inspector for the county, he would be in lieu of the present district inspector.

6141. *Chairman.*] Do you think that that would be a more economical mode of managing matters than the present?—I think it would prevent a good deal of litigation, and I do not see any difficulty in Ayr in raising the county rates. All the rates belonging to the county are lifted in Ayr, and I cannot see that there would be a greater difficulty in lifting the poor rates in the same way, if there were a proper machinery applied for that purpose.

6142. But would there be a difficulty in having a sufficient knowledge of the condition of the paupers applying for relief, and a less check upon expenditure in proportion as you extended the area?—Everything would depend upon the efficiency of the servants who were carrying out the Act, and I cannot see that there would be any difficulty, if proper parties were employed.

6143. Mr. *Miller.*] You would not do away with the parochial boards, I suppose?—No, I would give them additional powers.

6144. You would have the same machinery in each district or parish, as at present?—Yes.

6145. Only the assessment you would spread over the county, and collect in the same way as the county rates?—Yes.

6146. *Chairman.*] You would leave the parochial board in each parish for the distribution of the funds, and for gathering information as to the proper parties to be relieved?—Yes, I would have the same control in each parish over applicants for relief, as there would be if there were no alteration in the law, that is to say, I would have the taxation equal to the counties; but have the management just as it is now.

6147. Mr. *Cameron.*] In fact, you would extend the area of chargeability as regards taxation, and not as regards management?—Yes, and that I would do for the purpose of avoiding litigation.

6148. Would the evils which you think would be redressed by an extended area of management be met by other evils, such as want of economy in the management?—I think so. For instance, we have a number of rural parishes which contribute in the course of time greatly to our number of paupers, and they are greatly less taxed than they are in the towns.

6149. *Chairman.*] Do you think that if you maintained the present parochial board in each parish, and gave them a general fund out of which they might draw the money they required, it would be managed economically?—Well, I think it would be.

6150. Would it not produce a tendency to a feeling that they were not dealing with their own money, and might not the board incline to be more generous towards the poor?—But I would consider that we were dealing with our own money. A county is not so very extensive, I would not think that the parochial board could think itself justified in being more generous because the money was lifted in Kilmarnock, or part of it was.

6151. That would vary according to the condition in which the parochial board was; some parochial boards might be rather more generous than others?—Perhaps they might; men differ very much, I admit.

6152. You would not secure uniformity of management?—You could not, I think.

6153. Would it not be better to extend the area of management along with the area of chargeability?—I do not see that the area of management could be so well extended; for instance, parties might apply here for relief; they should apply to the inspector here.

6154. But would you not make the settlement conterminous with the area of chargeability, and extend the area of settlement to the county?—Yes.

6155. And then it would not matter in what parish the man was living?—No, in that case I would not.

6156. If you extended it for the purpose of taxation and settlement, would it not be necessary, in order to manage it at all, to make it or are

f management too?—Perhaps it might; I like to do away with litigation.

57. Is there any strong opinion amongst the s you are mixing with on this subject, in —I think the opinion is very general our of an extension of the area of charge-

58. Would you desire any alteration in the f settlement, except what you have just oned, namely, extending the area of charge- and settlement together?—I think it l greatly lessen litigation, that if a man, for ce, had a settlement in one place, he d not lose it till he had a settlement in er.

59. You would always remit him to the last trial settlement?—Yes.

60. You would not be in favour of abolish- e law of settlement altogether?—No.

61. Or of reducing it simply to a birth set- nt?—I have thought about a birth settle- too; it would be a very sound way I think, is possible that a man might be away from lace of his birth for a great part of his life- and it might be a considerable hardship d him back to it; but if he has a five years' trial settlement in one place, then I would onsider it such a great hardship for him to ck upon that place.

62. But you are aware that it was the law e the new Poor Act was passed, that a man remitted to his last industrial settlement and l never lose it till he had got another, and it was found to work disadvantageously?—

63. Take the case of an Irishman, would not an alteration as you are indicating tend to ease the number of Irish paupers in Scotland? said before that we should have some altera- in the law with regard to Irish paupers.

64. I presume you would be of opinion that only way to make the thing equitable between two countries would be to have the same of settlement in both?—I would have the e law of settlement in all the three kingdoms, the same mode of dealing with the poor.

65. You are aware that a Scotchman can er gain a settlement in Ireland, but that an hman can gain a settlement in Scotland?— , I am aware of that.

66. Would you not, taking that in view, k it better to abolish the law of settlement gether, or to make it a birth settlement?— he law of settlement were abolished altogether ould come to the same thing that I have in w; the whole question of the working of the r Law, in my mind, resolves itself into three s; the first of those ideas is a just and itable mode of assessment; the second is an nomical expenditure; and the third, care that relief should be given to those other than were nded to be embraced by the Poor Law Act.

67. Have you at all considered the ques- of the constitution of the Board of Super- on upon the present system, and would you sug- any amendments in regard to it?—I would gest that the Board of Supervision if the pre- t law of settlement continues, should be made sole judges in all disputed cases.

68. You would make them arbiters of all se differences, and leave the settlement en- ly in their hands?—I would leave the settle- nt entirely with them; I would give the ochial boards the power of examining wit- 42. nesses connected with disputed settlements, and I would remit the whole of the correspondence to the Board of Supervision, and let them decide the dispute; and I would have no appeal; and I am satisfied that that would give general satisfaction in the county, at least as far as my experience goes.

6169. Have you any other points that you would wish to make suggestions upon to the Committee?—No, I think not.

6170. Mr. *Cameron.*] With regard to the parish of Ayr, is it considered by the ratepayers that the parochial board manages its affairs economically?—Well, there is a diversity of opinion upon that in Ayr, as I believe there is in every other parish, but my own impression is that they manage it with great care.

6171. With regard to that sum which you gave us just now as being the allowance to the widow with three children, namely, 8 *s.* a week, which comes to 20 *l.* 16 *s.* a year, is not that a very high allowance?—I have thought over that; I still think I am right; it is possible I might be wrong, but that is a question which might be referred to the inspector when he comes; I think it is a large amount, certainly.

6172. Your own opinion is that the parochial board in the parish of Ayr are not more extravagant in their allowances and expenditure than the boards in other parishes?—I am quite satisfied that they are not.

6173. There is equal economy there as in other parishes?—Yes, I am quite persuaded of that.

6174. Mr. *Orr Ewing.*] You said that Ayr was divided into three parishes, did you not?—No, there are two parishes adjoining.

6175. *Chairman.*] The Parliamentary borough incloses three parishes, the parish of Ayr proper, the parish of Newton, and the parish of Wallace Town?—Yes.

6176. Mr. *Orr Ewing.*] Do you not think that it would be an advantage that those three should be combined into one?—I am not so sure that it would be an advantage to Ayr; but I would have no objection to combine them generally with the county. I would not think it an advantage to Ayr merely to combine the parishes, nor would I desire it for my part, and I believe that the people of Ayr would not desire it.

6177. Mr. *M'Lagan.*] But it would be an advantage, you think, to Ayr to combine them with the rest of the county?—Yes.

6178. Because it would reduce the rates in Ayr?—Yes.

6179. Mr. *Orr Ewing.*] Would it not economise management if you were to combine the three parishes into one?—I think it possible.

6180. You wish the greater advantage, and you do not care about getting the smaller one, I suppose?—I am speaking, just now, as men generally speak. I think I would have no objection; in fact I would think it desirable that the whole county should be joined; but I would not think it desirable for Ayr that it should be joined to either Newton or Wallace Town, and I am satisfied that the people of Ayr would not think it well.

6181. Are they more heavily taxed in those two parishes than you are?—Yes; the rates are 3 *s.* in Newton, 3 *s.* 4 *d.* in Wallace Town, and 2 *s.* 2½ *d.* with us. That is upon first-class property

Mr. *R. M'Crindle.*

22 June 1869.

perty with us; we have a classification that they have not in Newton or Wallace Town.

6182. Why should these two other parishes pay a higher rate per pound than Ayr proper does, being the richer part of Ayr?—I do not know why they should, but I know that in some parishes in Scotland they only pay, perhaps, 4 *d.* in the pound upon rental.

6183. But is it not a very arbitrary division that Ayr should be divided into three parishes?—Well, it is the division that has existed; I am not prepared to say that it is an arbitrary division; it is the division that has always existed under the old Poor Law Act, and under the present Act.

6184. But your interests are all identical; should you not, therefore, be one parish?—I would say the same with regard to the county; our interests are all identical, I think.

6185. What is the population of the three parishes?—About 22,000, I think.

6186. You are aware that the population of the burgh of Paisley is 32,000?—I believe it is about that.

6187. And they manage their affairs very economically?—We could manage ours quite well, too; but if there was to be an extended area, I believe that the general wish would be that it should be further extended, than to combine in such a narrow compass such a great number of poor, and the class that were likely to become paupers.

6188. Do not you think that it would be well to try a combination of the three parishes first, and then, perhaps, to extend it to the county?—I think that there could be no injury arise from a trial.

6189. *Chairman.*] But, I suppose, before you could do that you would require to amalgamate them for something more than the poor; you would have to amalgamate them for police purposes as well?—Yes; it could not be done in any other way.

6190. Mr. *Orr Ewing.*] You have power, under the present Act, to join the parishes, have you not?—Yes, but some think that they have only that power for the purpose of building union poor-houses.

6191. But you object to amalgamate with these two other parishes because they are higher rated than you?—Because it is gathering too many poor together.

6192. Because they are higher rated than you?—No, I do not say that.

6193. Sir *Robert Anstruther.*] I think you said that that combination would increase the rate upon Ayr?—Yes, and I say that still.

6194. Mr. *Orr Ewing.*] You wish to bring in the county because it would lessen the rate to Ayr?—It would equalise it.

6195. It would lessen it to Ayr?—I think that the duty of supporting the pauper falls upon the men in the county as well as those in the town, and therefore I would give them the privilege of paying as much towards the support of a poor man as the men living in Ayr.

6196. You would wish that the county should be rated for the poor, because it would lessen the rates in Ayr?—Well, I did not say that I wished to lessen the rates in Ayr.

6197. Would it not have that effect?—I would have that effect.

6198. Mr. *Miller.*] Have you tried that?—N

6199. You know perfectly well that combi tion with the other two parishes would incre your rates very much?—It would increase o rates I am satisfied, and it would be a combi tion of the poorest in the county.

6200. In the one case, therefore, you do know how it would affect your rates; in t other case you do know?—Well, I know t in Wallace Town, for instance, the rates 3 *s.* 4 *d.*, and in Newton they are 3 *s.*

6201. Combining with those two pari would increase your rates?—Yes.

6202. Then you know enough to make up yo mind upon that question; but do you kn enough of the county to know this, whether combination with the whole county would crease or diminish your rates?—Well, I anticip that it would greatly diminish our rates.

6203. Why?—From general information, a from knowing that in many rural parishes t number of paupers is very small compared wi what it is in towns.

6204. Mr. *Orr Ewing.*] Is it not the ca that the parish of Ayr, which is the lowe assessed for the maintenance of the poor in t town of Ayr, is the part where the richest po tion of the community lives?—Yes; and if m mode of assessment were adopted there woul be no difference.

6205. But it is where the richest portion the community lives?—Yes.

6206. And therefore they are assessed less though they live in the same town?—I admit tha

6207. Do not you think that that is an inju tice?—I do not say that it is not; and therefo I would have assessment upon all means.

6208. *Chairman.*] You were asked a questio just now about the power which parishes have combining; I would direct your attention to th 16th section of the present Act, which says tha where parishes are willing they may combin "for all purposes connected with the manage ment of the poor, and the administration of th laws relating to their relief, and for the pu poses of raising the necessary funds for the re lief and support of the poor, and also for the pu poses of settlement"?—That would apply ver well to these three parishes.

6209. But has that section never been con sidered in Ayr?—I never heard of it.

6210. The impression you said was that the could only combine for poorhouses?—That wa so.

6211. But this section gives a permissiv power to the parishes to unite for all purposes —Yes.

6212. Sir *Robert Anstruther.*] It would seem to be fair to us, who do not take so strong a Ayr view of it as you do, that you, in the parish of Ayr, should come in to help to bear the bur den of the two other parishes that are not so well off; is not that your view?—I think it is quite fair, and I have that idea in view when I want to equalise it over the whole county. I ha that prominently before my mind.

6213. *Chairman.*] Have you any other sug gestion to make?—I think not.

Mr. WILLIAM LENNOX, called in; and Examined.

] *Chairman.*] You are, I believe, a native]ounty of Ayr?—Yes.

. You formerly served Her Majesty in capacity, I believe?—Yes.

. You were in the Wars in France many go?—Yes.

. And you fought at Waterloo; in fact, ar upon you the traces of having done so?

I had also been in the Peninsula, before oo.

. After that, I believe, you became a in Ochiltree and Maybole?—Yes, I was er in Maybole for about nine years before nto my present position.

. You became connected with the ma- ent of the poor under the old Act, before t of 1845?—Yes; I was appointed to the ement of the poor in January 1840.

. Was it in Ayr?—Yes; I have been in r parish in that capacity.

. In what capacity were you then?— he same charge of the out-door poor that now, but it was under a different name; then called a superintendent of poor, and I lso the management of the poorhouse; governor of the poorhouse.

2. There was a poorhouse then, in the of Ayr, at that time?—Yes; there has poorhouse in the parish of Ayr for above lred years.

3. Will you describe to us the management t poorhouse, and the constitution of it?— anagement of the poor and the poorhouse t in the hands of the Kirk Session as in most es; the managers were called the poor- directors; they consisted of nine members the town council, three from the Sailors' y, three from the Merchants' Company, from the Writers' Society, and eight from nveners' Board.

4. How many would that poorhouse hold?

5. What was the average number of paupers ur roll at that time?—The average number upers on the roll at that time was 234.

6. Were your billets in the poorhouse well filled at that time?—Sometimes we he whole quantity of billets filled; at other we had not above 25 or 30 parties in it, or might be.

7. What was the average cost per head eek?—The average cost per head during ie time that I was governor there, which more than 20 years, it was about 3 *s.* 3 *d.*, ding salaries and everything.

8. Will you inform the Committee what y you received in connection with your two s?—I received 60 *l.* of salary at that time ıy duties as inspector of the poor and as rnor of the poorhouse, my wife being matron ıe poorhouse at the same time. My own of reckoning it is, that 30 *l.* was allowed to lf and my wife for the management of the e, and 30 *l.* to me for the out-door poor.

9. Had you apartments in the house your- —I had apartments in the house.

0. Allowed you free, in addition to your y?—In addition to my salary. I just had s and coal and gas, but I had no victuals ed.

1. Mr. *Miller.*] Was this 3 *s.* 3 *d.* the ex-

pense of the paupers in the house, or over the whole house?—Over the whole house.

6232. *Chairman.*] Would it include the cost of buildings?—There was no expense upon the building then.

6233. What kind of building was it?—A pretty large house. It was built for the accommodation of the poor, somewhere about 111 years ago.

6234. What would have been the cost of the building of that house with 52 billets in it?—I did not anticipate being asked that question, but I have looked into the old book, and the cost was very little. I see that for the joiner's department it was 400 *l.*, and something less for the building. I see that there was some complaint that they had too little, and a little more was given; but I think that that 400 *l.* was the cost of the joiner's work, and something about the same for the mason's work.

6235. May we take it roughly that it would come to about 20 *l.* a billet, making it about 1,000 *l.* in all?—If you divide 800 *l.* by 52 *l.* that gives it. I think 800 *l.*, or about that, was the value of the house altogether; but it is some time since I looked at the figures.

6236. What would be the allowances to the out-door poor then?—The allowances to the out-door poor were something less than what they are now. Some got 1 *s.* a-week, some 9 *d.* a-week; some got meal instead of money.

6237. Have you any figures that you can give us, as to the total annual cost of the poor in the parish of Ayr about that time, from the year 1840, until the new Act came into operation?—The first statement, I see, in the books, of the whole cost of the parish of Ayr was, in 1845, 1,085 *l.* 13 *s.* 3½ *d.*

6238. Mr. *Miller.*] Can you give us the previous years?—No, I cannot give them. I did not take them down, and they are not in my memory.

6239. Were they more or less, do you think?—They were less.

6240. *Chairman.*] Did they keep much about the same every year, or was there any increase from 1840 to 1845, so far as you recollect, that is to say, from the time that you first became connected with the management of the poor, were the rates on expenditure pretty nearly the same up to 1845, or did they increase at all?—I was appointed in 1840. In 1841 the expenses for the poor over the parish were diminished something about 100 *l.* I took notice of that on account of particular circumstances, but I have not taken any notice of what took place in other years after that.

6241. May we take it generally, that the cost of the poor was about 700 *l.* to 1,000 *l.* a year in that parish?—We had other means of relieving the poor; but the assessment in 1842 was 500 *l.*

6242. Mr. *Orr Ewing.*] What other means had you besides the assessment?—We had mortifications then, amounting to rather more than 300 *l.* Those have been to a great measure taken from us since then.

6243. But I think that you have still mortifications to about 500 *l.*?—The same mortifications remain, but they are taken out of the hands of the parochial board, and distributed (except in two cases, I think) by the Kirk Session.

6244. I ask

Mr. *W. Lennox.*

22 June 1869.

6244. I ask that question, because they are put in here in this return from the Board of Supervision. It says, "From mortifications and all other sources, 475 *l.* 0 *s.* 11 *d.*"?—Yes, but the term "all other sources," does not include the mortifications. There is money paid from pauper's work, and from various other items, included in that.

6245. Then, besides the 1,085 *l.* which you raised by assessment, in 1845, you had from those mortifications about 300 *l.* to aid you in support of the poor?—No; that amount was included in the 1,085 *l.*

6246. You have no mortifications now?—We have only about 10 *l.*, and that is from Captain Tennant's Mortification. The assessment was 500 *l.*, and, with the mortifications and all other sources, it came to 1,085 *l.*

6247. *Chairman.*] What was the condition of the out-door paupers under your management at that time, having regard to the then condition of the labouring population?—They were as comfortable, to the full, I think, as they are now, and they were much more contented.

6248. And, with regard to the in-door poor?—The in-door poor did not cost nearly so much; they were not so luxuriously fed, I think; but they were much more contented? There have been, under the new system, at least three or four complaints for one. That arises, I think, merely from the more luxurious diet and various other luxuries that they have now and that they did not receive with me.

6249. How were they fed in the poorhouse; what contract did you make for your supply?—We made no contract all the time that I was there.

6250. How did you manage in that respect?—We had the meal (that is partly a mortification too) at the gift of the town council. We have 64 bolls of meal as a mortification upon the lands belonging to the Loans in our neighbourhood.

6251. What kind of meal was it that you gave them?—The very best of meal that the county could produce, and that is a good county for meal. It was very well manufactured. It was then, and is now, just the best meal in the county.

6252. Do you recollect what were the average wages of the labouring population at that time? The wages of the labouring population would be something about 1 *s.* 6 *d.* a-day, I think.

6253. Mr. *Miller.*] The unskilled labour?—Yes, such as drainers, and ditchers, and masons' labourers.

6254. *Chairman.*] What would the same labour be now?—The masons' labourers get now about 15 *s.* a-week. As to the drainers, I do not know what they get, because their work is taken by measurement; but, in hiring a labourer to work your garden or any piece of ground, they are not satisfied now unless they have 2 *s.* 6 *d.* a day.

6255. As compared with 1 *s.* 6 *d.* at the time you are speaking of?—Yes.

6256. Mr. *Miller.*] Employing a man for a single day, you would not get him at 1 *s.* 6 *d.*, would you, in 1840?—I have had them for 1 *s.* 6 *d.* in our poorhouse garden; but I do not say that they were the very best men.

6257. Mr. *Orr Ewing.*] I suppose that wages are generally higher even than 2 *s.* 6 *d.* now?—No; you have a good gardener, a good worker, for 2 *s.* 6 *d.* I have paid them this year, s... times, 2 *s.* 6 *d.* I know that that is looked as a fair wage. Very possibly the parties am speaking of as working a garden c... properly be called gardeners; they wrought in gardens when they were y... but have never served an apprenticeship trade.

6258. *Chairman.*] At the time that yo... the management, up to the passing of th... Poor Law Act, were there any grievance... or were there any complaints made, gen... speaking, or were both the ratepayers an... paupers satisfied with the way in which ... were going on?—Both the one and the othe... much more satisfied than they are now.

6259. We shall be very glad to have yo... perience of the state of things that has ... about since the law of 1845 has come into ... tion; how soon did you experience any c... in matters after that law came into operati... I may state that my worthy countrymen ... sort of fever now and then about having ... thing that they want, and they continue t... upon it till they receive it, and after they ... ceive it, it sometimes turns out not exact... thing that they desire; and that is muc... case with the Poor Law Act. It did not ... to me at the time, nor has it seemed to me ... that there was any pressure from the poor ... selves to have an alteration; it was altogeth... extraneous thing from them.

6260. I believe that, so far as your part ... question is concerned, there was no feeli... necessity, or any reason for altering the la... If you mean with regard to the paupers ... selves, there was not; there might, now and ... parties complain of having too little, and ... about the time that the thing became agi... of course they were very willing to give ve... expressions of that kind. But for some ... after I was in my present position, there we... complaints; every person took what he rec... without complaining at all till after the R... Bill of 1832 was passed, and a number of agi... had got round the country; then it came ... very much discussed, and parties were appo... to take up cases. There were two agents, I ... in Edinburgh; I do not know whether they ... employed by any church or no; I had ar... that they were at that time; but it is the ... that two parties at least were inquiring wh... certain parties, in certain parishes, were not ... badly off, and badly paid by the parish; of c... they were very willing to say yes; and in ... cases, a notice was sent to the parish by th... agent, stating that more would be requir... had one or two letters of that kind myself; ... they had not a poorhouse to defend thems... they were put about because they had the ... of taking a case into the Court of Session a... time; but in my own case, in all the cas... which I had a complaint on the subject, I o... the poorhouse, which did away with the comp... altogether.

6261. Can you speak generally for the c... of Ayr, and can you give us general inform... as to the condition of things in the parish of ... —I am inclined to speak particularly with r... to Ayrshire, and more particularly still wit... gard to Ayr.

6262. But the same observation, I sup... applies generally to most of the parishes i... county of Ayr, at the time you are speakin...

Mr. *W. Lennox.*

22 June 1869.

es; we have what is called an Inspectors' iety, and we exchange our opinions, and ex- s our various views at meetings of that ety; we have often come in contact with one ther, and I say, that what I am now express- is the general feeling of inspectors of experi- e who have been in the work the same length ime as I have.

263. I believe that you are about the oldest ector in Scotland?—It is a long while ago e I became connected with the management he poor; within a few months of 30 years.

264. Do you speak of these communications ngst the inspectors taking place before the of 1845?—No; there were no communica- s of that kind till after there were regular ectors upon the new system; it was mostly he hands of Session clerks then.

265. From your connection with the poor in Ayr, can you tell the Committee the eral condition of the poor throughout the lands at that time; was it pretty good?—I w what it was in regard to a great number of ishes that I was intimately connected with. I a teacher in my own native parish, and I t say that although it was known there that ry or Jeamie did not get any more than a ling a week, there was no general stir about make any disturbance in society.

266. What is your opinion of the effect of the introduced in 1845 on the general state of ters?—So far as I have seen (and I endea- r to judge as impartially as possible), I think t it has made the poor a good deal less con- ted than they were before, and, in reality, in own parish (it is peculiarly situated from the of Paisley, and other places where there are ariety of works), I say, without hesitation, t our pauper class is worse off now than they e when I came to Ayr. They are worse in ir houses, worse in their bedding, worse in ir clothing, and worse in their food.

267. Mr. *Crum Ewing.*] Are you speaking paupers?—Or the class from which paupers ne.

268. *Chairman.*] We have heard from the witness that there is a great increase in the es, and a great advance in the style of living? That is quite true; but that refers to a class ve pauperism. An able working man or a d tradesman is undoubtedly better off, at st he has more wages; but the victuals have n in proportion, and I do not think that he is richer in reality.

269. Mr. *Crum Ewing.*] But he uses more tcher's meat, and cheese and butter?—Yes; I ppose butcher's meat is nearly a half dearer, I he uses more of it.

270. *Chairman.*] Then what you state is this: t the condition of the pauper class has not im- ved in comparison with the condition of the rking man?—It is quite the reverse; that is understanding.

271 And to what do you attribute that fact? I do not attribute it to the Poor Law altogether, t to this fact, there is little or no work for that ss now, of the same character that there was the time that I speak of; that is one great son. What is called Ayrshire needlework was very common work, and the whole poor female pulation almost was employed in work that ey could then make a shilling a day at; I ow quite well that they cannot make 2 *d.* at it w, with the same hours of labour; and they have no surety as to the work being paid for when it is done. When I came to the poorhouse, there was a great deal of spinning; ladies around the country (Lady Jane Hamilton was a particular hand at it) gave out a great deal of spinning to poor people, and they made a fairish little wage at it; and since then the spinning, teasing, and making of blankets has been taken away. When those had got done, a great number resorted to what is called shoe-binding; now that is done by machinery, and one machine will do as much as a dozen women will do, and that has done away with that altogether. So that for females when their eyesight is beginning to fail them a little, after they are 50 years of age, and their hand is not so steady, there is little to do.

6272. But I presume that all these paupers created by a change of trade will gradually get removed; these causes do not continue for ever, but they gradually die out?—They have continued for a number of years, and there does not seem to be any amendment.

6273. Mr. *Orr Ewing.*] You refer to the female portion of the community?—I refer more to the females.

6274. But I should fancy from the development of mineral works in Ayrshire, that the employment of men must be much greater than it was?—We have not one man a pauper for 10 women, or near about that; I am making a guess at the number.

6275. *Chairman.*] Is that the condition of things in your parish?—Yes; I am perhaps rather extravagant in that number; but there are a great many more women than men.

6276. Mr. *Orr Ewing.*] But if the men are all employed, how is it that they do not support the women?—They support their own wives; but there are a great number of unmarried women.

6277. *Chairman.*] These are matters that you do not attribute to the action of the Poor Law?—Not at all.

6278. What is your view of the action of the Poor Law itself upon the condition of the poor?—The action of the Poor Law is, that it has given far greater facilities for obtaining parish relief, and it has had a deteriorating effect in this respect too—that there is less anxiety to lay by a little than there was before; few of them join what they call savings banks or benefit societies, compared with what there used to be; they have an idea now, a strong impression upon their minds, that the Government or the Poor Law Board is bound to keep them, and that it does not matter whether they save any money, or whether they save no money, they will be kept comfortably. That is one bad effect that the law has had in regard to the poorer class of the people.

6279. Mr. *Crum Ewing.*] Is it not the case that the amount in the savings banks throughout the country has increased very much?—Yes; but the savings there do not belong to the class that are becoming paupers; they belong rather to the parties that have fairish wages. I believe that there is a considerable deal of providence in that way with those parties to whom you allude, more than there was formerly.

6280. *Chairman.*] How soon did you begin to find an increase in the number of poor, after the passing of the Act?—The appeal to the sheriff made it an easy job for persons to get on the roll. Before, when an application was made to our Board as then constituted, the whole power lay

Mr. *W. Lennox.*

22 June 1869.

lay with themselves, and as they knew the parties very well, and as they acted generally very judiciously, they refused a great number of parties, and they went away without being very dissatisfied. But after the Poor Law Act was passed, they passed from the Board away to the sheriff, and then the inspector got an order to give interim relief. For a considerable number of years our sheriff acted, I think, not quite in accordance with what was his duty as laid down by the Board of Supervision. He should in all cases have made inquiry when the party went and complained to him, and have asked for the line refusing relief that the inspector gave him, and the reason why. Until he got that he should not have done anything, I think. But for several years after the Act was passed, the first thing he did was this: after a complaint was made on the *ex parte* statement of the party, (who was generally not a well-conducted person,) there was just an order in the first place given for interim relief.

6281. Without conferring with you?—Yes; but asking the inspector to state in a certain time the reason why the person had been refused: but in the meantime ordering him to give interim relief.

6282. And did this lead to a great increase immediately, on your roll?—It was one cause; but I would say that there was a considerable feeling in the minds of the community, and in the minds of those composing the parochial board, that too little was given, and they gave more spontaneously, without any solicitation.

6283. Was that with a view to stop these applications to the sheriff?—No, it was just an idea that they were giving too little, and that they should give more. I have with me a minute which shows the correctness of what I am saying. It appears from it, that at a meeting of our board, which took place on the 21st of February 1864, without any petitions being given in, our board, or the committee of the parochial board commenced at the beginning of the roll, and advanced almost every party on the roll. At that sitting alone they raised the money upon the poor roll 17 per cent.

6284. That is on the out-door relief roll?—On the out-door relief roll.

6285. But up to that time had there been any increase in the number of paupers, and the amount of expenditure?—Yes, they had slowly and gradually increased from the time the Poor Law Act was passed from the action of the sheriff.

6286. We hear that your expenditure is now about 3,000 *l.* a-year?—3,200 *l.* a year, besides the other sources, a small Mortification, and some other sources.

6287. Mr. *Miller.*] Is that amount in addition to your other sources of income?—Yes; the assessment has been 3,200 *l.* for these four last years.

6288. Have you the same other resources as you had in 1845?—We have only one Mortification, Captain Tennant's Mortification; the rest we put into the hand of the Kirk Session; at the same time it must be understood that the Kirk Session apply these Mortifications to the poor, which would otherwise be given to the parochial board.

6289. *Chairman.*] I see last year your total expenditure was 3,500 *l.* and odd?—Yes.

6290. Can you tell us how that expenditure is distributed, and how much arises from the relief of the poor, and how much from salaries? I think you have our report before you, which gives the detail of the items of expenditure.

6291. I find that the management here is 375 *l.* does that include all the salaries?—All the salaries I think, except the doctor's; that is included what you call the medical relief.

6292. For doctors the amount is 109 *l.* 19 *s.* 6 in the last year?—Yes.

6293. The number of poor that you have on the roll is about treble what it was in 1845? No, it is not that; the number on the roll in 1845 was 234; the number on the roll in 186 up to the last return, was 434, giving an increase of 200, an increase of nearly 100 per cent.

6294. But we have it from the last witness that the number of paupers was 600; is not that correct?—That was a statement not quite correct

6295. Does your 400 include dependents?—No, it does not include dependents.

6296. How much more would it make it, if you included dependents?—At a guess, it would take about a third of the whole.

6297. It would bring it over 500?—Yes.

6298. At any rate the number of paupers you have now, is far more than double the number you had in 1845?—But you must add the dependents in both cases.

6299. Taking your figures, 234 against 434 it is not quite double?—Just so.

6300. What has been the increase of population in the parish in that time?—The population has not increased much. The population in 184 was 8,264, and now it is 9,308; the increase is 1,144.

6301. The increase is about 12½ per cent.?—Yes.

6302. To what do you attribute this excessive increase of pauperism, as compared with the population?—The increase of pauperism is, in the first place, due to the want of employment, the real necessities of parties who apply in a great number of instances; and then to the facility with which they can receive relief from the operation of the sheriff.

6303. Do you consider that any large proportion is due to the operation of the law of 1845?—All that have come under the operation of the sheriff are due to that; but I have the opinion that the real wants of the parties in the parish of Ayr, have as much to do with the increase as the operation of the sheriff; the real destitution from want of work, has been the means of increasing the number of paupers, as much perhaps to the full, as the operation of the sheriff.

6304. In what way, because as we understand the Poor Law, no one is relieved from the poor rates who can work?—That applies, you know, to real able-bodied people; but we are not in the way of considering a woman of 45, or from that to 70, although she would have done a little sewing, as an able-bodied party, and therefore we give her a supplement. All the out-door allowances, except for the bedridden are most supplements to what the people can make themselves.

6305. Mr. *Orr Ewing.*] What was the cost of maintaining your insane in 1845?—I have not that, but our number would be so small that the cost would be very little; at that time, we had only about three insane, I think.

6306. And how many have you now?—Sixteen.

6307. And how much do they cost?—Y

find the cost of the lunatics in our annual rt.

308. Sir *Edward Colebrooke.*] Do you mean unatics out of the 434 paupers on the roll?—

309. Mr. *Miller.*] Do you keep the lunatics rselves, or send them to an asylum?—They sent to an asylum.

310. All of them?—There are a few of them in private houses.

311. Mr. *M'Lagan.*] Do I rightly understand to say that a woman who reaches 45 is not to support herself?—If she works at sewing, is not able to support herself; those who k at out-door work have only the season of fielding.

312. And these women that work during the mer, you support during winter, I suppose? o, those that work during the summer gene- make as much as they can subsist on; but ney are delicate, or have no kind of work pt the sewing at needlework, we consider they are unable from defect of eyesight, and hand failing, and the low price of the work, to port themselves.

313. Sir *Edward Colebrooke.*] This want of loyment which you speak of as one of the es of the increase of the number on the roll, rs chiefly, I suppose, to women?—It applies omen altogether; I am speaking of women at kind of employment altogether.

314. *Chairman.*] What proportion have you your pauper roll of women to men?—I have taken that down.

315. Generally, is there a preponderance?—ould think one man to 10 women; perhaps is rather too strong; at least there would be t women for every man.

316. Mr. *Miller.*] There will be a return wing that in the Board of Supervision's report, there not?—No, we do not return the ales distinctly.

317. Mr. *M'Lagan.*] Do you know the pro- tion of women to men in the population of r?—No, I could not say that.

318. *Chairman.*] I have here a list of the mber of registered poor relieved during the r in Ayr, 181 males and 365 females; that s not include the dependents, does it?—No.

319. Then they do not distinguish the de- dents, they state the whole of the dependents 227?—The dependents are likely to be males nuch as females.

320. Mr. *Orr Ewing.*] Looking at the ap- dix to your report for the principal cause of increased expenditure in 1868, as compared h 1845, it seems to me to arise from lunatics, m expense of management, from medical re- ; and also from the buildings, because in this n of money that you have expended in 1868, nd that there is 288 *l.* which has gone in liqui- ion of the debt upon the buildings; the sup- t of your lunatics is nearly 500 *l.*, your in- ase of management is from 60 *l.*, which you l us it was when you began, up to 400 *l.* at sent; then your medical aid, which in 1840 s no expense at all, amounted to 109 *l.*, so t really the increased expenditure does not ear under the circumstances to amount to thing very excessive, does it?—In my answer was not taking into calculation the manage- nt, but just the cost of the paupers.

321. *Chairman.*] Now take the case of these atics, which seems to be one of the principal ses of the increase; do you consider that the tendency of the law has been to increase the number of lunatics throughout the country?—I do.

Mr. *W. Lennox.*

22 June 1869.

6322. In what way?—When the new Lunacy Act was first brought into operation, there seemed to be a feverish anxiety to obtain as many parties fit for a lunatic asylum as possible.

6323. Do you mean that parties were sent in search of them?—Yes; I mean to say that before the visitation of the medical men sent out from the Board of Lunacy to examine parties, parties of police were sent through the parishes to inquire privately, or in any way in which they could find them out, for parties that were "a wee crackit of the head," as a woman said to me. These were set down in the policeman's roll, and possibly made a great number; one that was a little "crackit of the head," some that were a little silly, some that had peculiarities about them; these were all set down in his book and their names given to the Board of Lunacy, and when the officer from the Board of Lunacy came out to the parish he had this list, and asked me, "Do you know Mary Morison or Jeanie Bell"? "Yes, I know her." "What have you to say"? Of course I gave my answer in my own way, but they were seldom satisfied with my reply. Then I had to visit the person with him; then he put argumentative questions that scarcely a woman in the house could have answered, and a number of questions about dates. Then the roof of the mouth was looked at to see if it was properly formed, and then I was told, "You must inform your Board that Mary must be sent to the asylum, she cannot be allowed to remain out."

6324. Sir *Robert Anstruther.*] Who were the parties that had this feverish anxiety to increase the number of lunatics?—I think the Board of Lunacy.

6325. *Chairman.*] Who came to make inquiries from them?—Dr. Brown was the party that came to me.

6326. Did any of these policemen come to you first?—Yes, a man that was employed about the fiscal's office.

6327. What kind of inquiry did he make of you when he came, before the medical man came?—He wanted to know whether I knew parties throughout the parish that were not exactly like other people; that had some weakness about them, some crack about the head, or in some other place, that made them not just exactly like other people.

6328. Sir *Robert Anstruther.*] In what other place could they have a crack than in the head?—Well, there was a man that had a stroke of paralysis, and he walked very curiously with a toss of the foot round about, and the policeman had informed Mr. Brown about that, and Mr. Brown saw him on his way back to Edinburgh, and wrote me from Edinburgh, and told me that such a man was undoubtedly a lunatic, and that I had failed to report him (he belonged to the parish of St. Quivox). On inquiring, I was told that the man was as wise a man as there was in the place, but that he had had a stroke of paralysis, and took a walk now and then to exercise himself along the road, and that his appearance was very awkward. I wrote to Mr. Brown the facts of the case, and, of course, there was no more heard about that case.

6329. Mr. *Orr Ewing.*] Was it not the case that previously the insane poor were not properly

Mr. *W. Lennox.*

22 June 1869.

perly taken care of?—I think that they were as well taken care of then as they are now. We had two or three parties in my house, and I am sure more harmless creatures could not be. One or two creatures that I have in my mind had oddities about them; one woman liked to have a great lot of red ribbons in her cap, and was fond of scolding the hens, and particularly the cock in his gallantries; but, with that exception, she was a very excellent person. She washed down the stairs, and was very serviceable about the kitchen, and a very kind-hearted creature; my mistress missed her much when she left us, and she was not a bit better off where she went. She was as safe with us as she was there, and she was more contented with us; and she had the conversation of rational people, whereas there she was put into a herd of people a great deal dafter than herself, and never heard a wise word again.

6330. Sir *Edward Colebrooke.*] Do you think that many people are put in asylums that might be left outside?—Yes; I know that Mr. Brown, or some other medical officer, when he visited parties with me, said that there was no comparison between the condition of the parties that were left with us in private houses and those in the asylum. There is one case of a woman that was left in Prestwick, who has a great deal of oddness about her, but she is kept clean, and lives with the family there; and medical men coming from the Board of Lunacy itself say that there can be no comparison between the comfort of this woman, living in this clean, comfortable house, with a well-doing family, and a woman herding in a common lunatic ward.

6331. She is now kept at home in the house?—That one is kept at home, but we have others kept at home. There are some that I have from our own parish, and some that may be from Glasgow parish, kept in the way that I mentio They cost 4 *s.* a-week, with clothing, and I a perfectly satisfied that they are better in ever way. They cost about 10 *s.* a-week, includir all things, in the lunatic asylum.

6332. *Chairman.*] You can yourself, I believ mention to the Committee a case in which y had a lad, under your own services, who was the lunatic asylum, and who turned out to l perfectly competent to do work?—I had a l that cost us between 700 *l.* and 800 *l.* I went the asylum with a lunatic, to leave that lunat there, and when I went, there was no room f an additional one; and, in order to let the par that I took there be kept, I removed this la John Stevenson, and I took him home to m own office. He was bred as a law clerk, and l had a variety of oddities about him, no doub but he was a most diligent, faithful copier, an was with me many many years.

6333. How long had he been in the asylu before you took him out?—I suppose about l years.

6334. And had cost the parish how much?- More than 700 *l.*

6335. Mr. *Miller.*] Is the opinion that yo are expressing just now in regard to the lunatic being put into asylums unnecessarily, a prett general opinion in Ayr?—Yes, it is.

6336. And probably further?—Yes; I hav talked with inspectors and ratepayers in othe parishes too; of course I know my own parish and the neighbouring parishes of St. Quivo and Newton, and Maybole, and others.

6337. From your inquiries you have foun other people to coincide with that opinion?- Yes, my opinion is pretty generally shared i regard to that.

Friday, 25th June 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. M'Lagan.
Mr. Miller.
Sir Graham Montgomery.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. William Lennox, called in; and further Examined.

Mr. *W. Lennox.* 25 June 1869.

338. *Chairman.*] You have seen our heads of iry, and have looked at them, I believe; will give us your suggestions on the various points, first with regard to the constitutional power of Board of Supervision, and the principles and tice by which it has been guided in the administration of the law?—In speaking of the r Law of Scotland, I would premise by saying that, in my own opinion, a legal provision in a country for the relief of the poor is right, perhaps indispensable. I would also say there are many good features in the present , and that, considering the spirit of the time hich it was passed, its framers deserve considerable praise. At the same time it was only ial, and after having wrought it from its first oduction, dealing personally both with paupers ratepayers, I think it capable of considerable rovement. In several points it gives the pauper undue power over the ratepayer, and by a ful treatment of it I am sure it could be made er in many points. Were I permitted to erfere with the Poor Law, I would begin with assessment which at present is in a very unand unsatisfactory state. I would, as far as sible, assess all the real wealth of the country; in that case the whole money required would very little per pound. I say this advisedly, I hold that the wealth of the country has anced in as great, if not a greater proportion the pauperism has done. On lands and itages I would assess in this way: I ld assess lands and houses at the same , but would allow 10 per cent. deduction houses to keep them up, but nothing upon l, because land does not require repair, but er improves. And I would allow no other uctions, because they only give trouble out any benefit. Railways make their deductions before making the returns, and I ld allow no other deductions. At present y have in Ayr parish, 25 per cent. besides, king about 50 per cent. of deduction, which is te unfair to other property; I would assess 42.

feu rents and ground annuals, which are at present wholly exempted, without any deduction. Mills, quarries, fisheries, harbours, and all such kinds of property, I would assess upon such rents as they would bring one year with another without any deduction. On all houses under 4 *l.* rent I would charge the proprietor, and let him charge the tenant in his own way. On means, I would assess every sort of income, income from bonds on property of every description; from interest of funds in the British stocks, and from foreign stock as well; from iron works, coal works, shipping, manufactories, trades, and professions; exempting no class of persons and no kind of income whatever.

6339. Would you exempt any buildings such as Government buildings, churches, or schools?—Those have been exempted, I believe, by almost every board. The Government hold that they are not liable to be assessed on Government houses, such as are used by the militia, and soldiers; and churches, as a matter of sympathy, have been exempted in our parish ever since I have had to do with the poor, and I believe in every other parish.

6340. But would you recommend that all these exemptions should be abolished, and everybody put on the same footing?—Well, I would be inclined to assess those buildings.

6341. Mr. *Miller.*] Are those deductions in reference to owners, or occupiers, or both?—The whole property, owners and occupiers; of course you cannot talk about occupiers of a church very well; and as to barracks and houses, built for military stores, and other such places, you cannot say much about them.

6342. Would you charge the owner exactly the same as the occupier?—The very same; I may mention here that the third mode named in the Poor Law Act, if made compulsory, would serve the purpose, and if properly wrought would raise a great amount of money at a very small rate per pound.

6343. *Chairman.*] You would assess all these

Mr. *W. Lennox.* 25 June 1869.

properties, and only give deductions upon houses?—Yes; my idea is only to give deductions upon houses to keep them in repair.

6344. Mr. *Miller.*] Then you think farm-houses and fences do not require any repair?—Houses are a small item on a farm, and we know that farms are always improving rather than deteriorating.

6345. They are always assessed on their improvements, are they not?—No; if a man has a 19 years' lease, and the farm is rented at 100 *l.*, the rental is not changed when he has made improvements.

6346. He is assessed upon the 100 *l.*?—Yes.

6347. At the end of the 19 years' lease, if it is let on an improved rental, is he not charged on that improved rental?—Yes; it will be assessed on the rent given, whatever it may be. If the farm has been improved it will probably fetch a higher rent when it comes into the market.

6348. This is the owner, I understand, that you are speaking about; is the occupier to be assessed the same?—I do not make any difference between the owner and the occupier; what I mean is, that a farm yielding 100 *l.* of rent should be assessed upon that 100 *l.*, whether it be assessed wholly upon the proprietor or a tenant, or a sub-tenant; I want to have the assessment for the parish on the 100 *l.* in some shape.

6349. But suppose a house lets for 100 *l.*, you do not assess it at 100 *l.*, but at 90 *l.*?—Yes, at 90 *l.*; I take 10 *l.* from it to keep it in repair.

6350. And the occupier you assess at 90 *l.* also?—Yes, I just assess it at 90 *l.*

6351. What has he to do with the maintaining of it?—Well, I am not inclined to divide the assessment upon property in houses any more than in farms. There is 90 *l.* of rent, and I want the assessment on it, and I do not care whether the tenant or proprietor pays.

6352. In the case of the house rented at 100 *l.* the owner pays on 90 *l.*, according to you?—Yes; but I do not take into consideration the owner. I assess the property.

6353. Both owner and occupier?—They may pay it in their own way, or any way that the people like. I want the assessment upon the 100 *l.*, and I do not care who it comes from. It would be all the same to the parish, although the proprietor paid the whole, or the tenant paid the whole. They could agree between themselves upon it.

6354. You would probably not assess the occupier at all?—Probably not; to bring out my idea, I would say that I have nothing to do, properly speaking, with the tenant or laird, or sub-tenant. I find a property here worth 100 *l.* a year, and I want to have the assessment on it, come from what party it may.

6355. Would you assess the occupier as well as the owner, or would you do away with the present system?—It has been the custom to assess the proprietor and occupier, and to assess them at different rates, but I am not inclined for that.

6356. Mr. *Orr Ewing.*] It is the case, is it not, in reference to a farm, that if there has been any improvement upon that during the lease, the assessor sees that an addition is made to the rental?—I never knew that.

6357. Supposing that a landlord drains for a tenant, does not the assessor see that the interest that the farmer may pay to the landlord is added to the rent?—My idea of the assessor's work, and what he really does, is this, that he just comes at a knowledge of what is the rent on the fa without considering what drainage or any ot improvements have been made on it.

6358. The drainage of farms, generally, Scotland, is done by the landlord, is it not?— is very frequently a matter of bargain betw the tenant and the proprietor; the proprie sometimes provides with drains, and the farm pays the work.

6359. The general rule is that the landl drains the land and the tenant carts the tile, the tenant pays a per-centage upon the w done?—I believe it is done very variously; i farm that we have that belongs to the k session, and that I have something to do with, tenant leads the materials, and the proprietor p for the work and the price of the materials think that is the way it is done.

6360. And does the tenant pay no inter upon what the landlord lays out?—No, th has never been any arrangement that we sho pay interest.

6361. But it is a part of the bargain that t should be done, and therefore it is likely to included in the value of the rent?—Yes.

6362. And therefore the tenant pays the f value of the place?—Yes.

6363. I suppose the value of a thing is w it will bring?—Yes, according to "Hudibras."

6364. *Chairman.*] You were speaking of ductions, would you extend that principle giving deductions to house property to all tax or do you only speak of the poor rates?—I h nothing to do with anything but the poor ra but I would give no more than 10 per cent. duction. I think it is sufficient to keep up houses. At present we give 25 per cent. ded tion upon houses, and 10 per cent. on land.

6365. Would it not be a great saving of trou and no disadvantage to any one, if you asses on the gross rental without the trouble of mak deductions?—Yes; it requires a considera degree of calculation, and you may run i errors.

6366. Would it not be better, therefore, leave them all to be assessed at the gross rent —No; I think it would be wrong to assess hou on the gross rental, and lands also on the gr rental, because it really takes a considerable s to keep up houses.

6367. Mr. *Miller.*] You would give landlo no credit for ministers' stipends and schoolmast salaries, and those things?—No, I do not t that into consideration at all; I just look to w the value of the farm is.

6368. Mr. *Fordyce.*] You said that there w certain points in which the pauper has un power over the ratepayer; will you explain th —My meaning as to that is that the pauper the power of going to the inspector and ask relief; and when he does not receive it, on count of the inspector thinking that he is entitled to it, he goes direct to the sheriff; sheriff orders him interim relief, and there is agent to prosecute for aliment, which costs a c siderable deal. The pauper is put to no expen while the ratepayer is put to a considerable d of expense in defending himself, even though decision at last is that the pauper has no right

6369. Would you give the pauper no right appeal to the sheriff?—No right of appeal to sheriff; but I will come to that part of evidence presently. On imposing assessment relief of the poor I would incline to enlarg

rea of chargeability. This would not tend r to decrease the number of paupers or the f them, but it would equalise the assessment n the area, and prevent rural parishes from g or inducing poor labouring people, when y past work, to remove into the dark closes vns and become paupers there. I would not the areas of chargeability large. Taking the y of Ayr, I would divide it into three, Kyle, inghame, and Carrick. There is already a house in each, and I would deal with other s in the same way.

70. Sir *David Wedderburn.*] Are the parishes ose different districts combined for the pur- of a poor-house?—No; all the parishes are ombined. There are 12 parishes in the Kyle ination, and some parishes (I do not re- per how many) in the Cunninghame, and in the Carrick; but all the parishes in ck are not joined to the union, and all the hes in Kyle are not joined to the union.

71. Would you wish to make it compulsory em to join?—I would leave the extensions e area at the discretion of the Board of rvision.

72. Mr. *Fordyce.*] You spoke of old worn- abourers coming into the town as paupers; you many of that class in your parish?—I ot say that they came into the parish as ers; I mean to say that when they are nearly work, not able to make a full day's work, are inducements of some kind to make them away into the town, and after it may be re- ing there five years or four years, and losing settlements in the parish they left, they me paupers and remain there.

73. Have you many of that sort?—We have v, not a great many.

74. Mr. *Miller.*] How many out of the le?—I could not say, I could not name them now.

75. You cannot guess at it?—I would not to put a figure on it, because I did not ex- ne before I left as to that; but even though uld not name them, I would take leave to rve that the work that the labouring people is out in the country, and that they have houses in the country. They set out from , and other towns, and go a number of miles and do their work, and of course all their ey is earned in other parishes, and whenever hing ails them, they fall on the parish of .

376. Then is the number of houses of the uring classes in the country part of Ayrshire inishing?—Yes.

377. Mr. *Orr Ewing.*] Do you think that the and for labour is decreasing in Ayrshire erally?—I was talking of the work of women; as to out-door paupers, I do not think their ent aliments too large, neither do I think n generally abused; some, no doubt, take k, and tend to give a general character to whole; but I would say that the aliments generally used properly, and that they are too large; a woman with children who can ittle else but keep them, gets, as a rule, 1 *s.* week for each child, and nothing for herself; an or woman nearly past work, receives 1 *s.*, 6 *d.*, or 2 *s.* per week, according to the state he party; when up to about 80 years of age, 6 *d.*, very rarely 3 *s.*

378. *Chairman.*] Have you anything to say

with regard to the statement made by Mr. M'Crindle, with regard to one family that received 8 *s.* a week?—He made a statement which I showed him to be a mistake. That woman has 4 *s.* a week on account of her children. He lifts 8 *s.* on the pay-day, which is every fortnight. It struck him at the time he was speaking of it, that it was for a week, but it was really for a fortnight.

Mr. *W. Lennox.*
25 June 1869.

6379. It was 4 *s.* a week?—Yes; our last year's printed roll, which I saw in your hand on Tuesday, will show that what I say is the case as to the ages and amount of children and aliment. There are, no doubt, some undeserving persons who obtain parochial money, not with the entire good will of the parochial boards, and that is one of the things to be mended. That is one of the reasons why I have said that they have an undue power over the ratepayers. In dealing with paupers, I would do away with the interference of the sheriff, because I think that there is sufficient humanity in parochial boards under the control of the Board of Supervision, to dispense with the sheriff, and I believe that the sheriff would very willingly dispense with the trouble.

6380. What is your experience of the working of the sheriff in regard to the poor in Ayr; do you get many put on the roll by him?—We do not get so many as some other parishes on account of our having a poor-house. I endeavour to prevent parties going to the sheriff as much as possible. In the case of parties that I see really need an aliment, I recommend the Board to give them an aliment; and in the case of parties whom I think undeserving, I generally propose to put them into the poor-house, which puts a stop to the sheriff's interference. I have never, in all my experience, been forced by the sheriff to give beyond what I was inclined to do on account of having the resource of the poor-house.

6381. Mr. *Cameron.*] Would you substitute an appeal to the Board of Supervision for an appeal to the sheriff?—Yes; I would continue to the Board of Supervision all its present functions and duties, but I would add to them the imperative duty of settling all disputes with parishes in their pauper dealings with each other, and all differences between parishes and paupers, and I would allow no appeal from them.

6382. Mr. *Ellice.*] Do you include in that all questions of disputed settlement?—All questions of settlement, every kind of dispute that may arise, either between the parishes about paupers or between parishes and their own paupers; as to the property of paupers, I would hold paupers bound to repay to parochials boards the whole amount of aliment they may have received, should they ever be able to do so, and I would hold their whole effects at their deaths to belong to the parochial boards to the extent of what they had received and the expenses incurred. That at present is not the case, and it is both very troublesome, and it has been the subject of a considerable deal of bitter talking amongst the ratepayers.

6383. Mr. *Miller.*] Is it not so at present?—No, it is not. When I first came to the management of the poor under the Poor Law it was the understanding, and the effects of those poor people that died were used to the advantage of the parochial boards, but several decisions since then have taken place which go to the effect that

Mr. *W. Lennox.*

25 June 1869.

the parochial boards have no right unless there has been a conveyance of the property.

6384. Heritable property, do you mean?—Or personal property.

6385. Do not your paupers sign a declaration?—Yes, but it is of no use legally; there was a man, about a couple of years ago in our parish, a schoolmaster, who had a pretty well furnished house, a good number of blankets, and some furniture, and it would have come to a considerable number of pounds. He had a sister in the town, his only sister, and she never looked near him all the time he was lying dying (he was a bachelor), but as soon as his breath was out she came and claimed the furniture, and parties came to me and said, "Why do you let the woman take away the furniture"? I said "I cannot help it; you had better ask our law agent, and he will tell you the same, that we cannot interfere." Then as to dealings between parochial boards, when a case had been accepted by a parochial board, and retained for six months, I would not allow the case to be opened up and re-adjusted on any subsequent decision in our law courts in a like case. At present such a rule is much needed, and in the English Poor Law a rule of that kind, as I understand, is in force.

6386. *Chairman.*] You would have no case re-opened after it had been six months on the roll?—Quite so; at present, when decisions have taken place, cases are opened up which have been treated between parochial boards perhaps five, six, seven, or eight years ago, and that makes a very confused concern of it.

6387. Would you have no re-consideration of the cases if circumstances arose for reduction of allowances?— As to allowances, that is a different thing. But where a parish is saddled with a case, I want the same parish that has taken the case for six months to be bound to retain that case, whatever turns up.

6388. It is on a matter of settlement you mean that you would have this rule applied?—Yes, on a matter of settlement alone.

6389. You mean this, that if a pauper has been accepted by the Board, and has been on the roll of that Board, say six months, you would not allow the subsequent discovery of a claim on some other parish to be brought into play at all?—Quite so.

6390. Having been there six months you would make him continue to be chargeable to that parish?—Not only that, but I would make him continue there, even though a decision took place in the Court of Session, saying that the rule that laid that pauper upon his present parish should be altered. Then, as to England and Ireland; in our pauper dealings with England and Ireland, Scotland is not fairly dealt with. I would establish a reciprocity principle between the unions of England and Ireland, and the parishes of Scotland; and this I think would be easily done, and easily wrought, were all parties willing to act fairly.

6391. In what way would you propose to do that?—The same way as we do with parishes in Scotland; if I find a poor party requiring parish relief in my parish, I give that relief; and if on inquiry I find that he belongs to the parish of Edinburgh, I send notice to that parish, and if they accept the case they send instructions to me what to do, either to pay a certain aliment or to send the party home; I would do the same as to Ireland; if a party became chargeable in Scotland who had not a settlement in Scotland would find out what union he belonged to, a charge that union with the expenses; I wo have that union bound to accept the case if really had no other settlement. Then the pute about sending parties home in this and other way would cease, because the union Ireland would then have it in their power to "You will relieve this man by giving him a tain amount of aliment"; or "You will send home to the union." That is the way they with parishes in Scotland; I think it could quite easily done with Ireland. With regard the able-bodied, I would agree with the Court Session in holding that able-bodied should rece none of the parish assessment lifted for the su port of the aged and the infirm poor; I have se enough to convince me that such a use of funds would be attended with very bad co sequences.

6392. Would you, on that subject, be inclin to give the parochial board a discretion in treme cases to supplement the aliment of pauper?—No. It was supposed that they ha discretion for a number of years, and they di upon that supposition; but in a decision of Court of Session, it was held by a combination the whole House that they had no discretion.

6393. What is your experience of the worki of the law, when it was supposed that the pa chial board has a discretion to relieve able-bodi what was its effect in your own parish?—I w give you an instance, and it will serve for man I think it was in the year 1848 (I am not e actly sure about the year, but that is my impr sion); work was scarce, and it was winter tim our chairman at that time was Provost Mille he was very well acquainted with the parish a a very shrewd gentleman. I think about 45 p ties, all stout labouring men, drew up a petiti signed their names to it, and took it out to P vost Miller's own house, stating that somethi must be done with them, because they were i state of absolute starvation. The Provost ca to me, the inspector; shewed me the petit with the names, and asked me if I knew parties. On looking over the list I found tha knew a great number of them. He said have promised to have a meeting on Saturda (this was on Friday) "when the board will gi them an answer to their petition, and if you w make yourself acquainted with the parties bef that time it will be a good thing." As soon a had warned the meeting, I went out to make inquiries. The first house I went into, the was a woman called Molly Miller, a jolly s of Irish woman, and she had three men in house, and I found them sitting at a very g cup of tea and a half-quartern loaf on the ta I said "Molly, the people are not so badly here." "Oh, no, Mr. Lennox, do not be both ing us, the boys are not well off at all." I s something jocular and left. I found other p ties situated not exactly in the same way, b with nothing of the starvation that was spok of. The meeting took place on Saturday, a the subject was discussed and the thing w dealt with in this way; three parties agreed employ these men at breaking stones; Mr. B lantine, of Castle Hall, was to take one-thi Captain Hamilton, another third; and Mr. Pa the Dean of Guild, another third. I went ho to my office after the meeting, and there wa cro

d of men there, and I told them what was ved upon. They were some of them a little us, and some of them a little jocular. I " All I have to say is, that if there are any u needing work, I will give you a ticket, r to Mr. Ballantine or to Captain Hamilton, Mr. Paul. It turned out that not a single applied for a ticket; they went their own Now, had relief for able-bodied poor in existence we would have spent a good of money then, and a good deal of it would gone in drink. Then in dealing with poor- es, I would make very great alterations. ad of erecting palaces, to make a parade of auperism, at a cost of 40 *l.* per billet, I would ip decent modest buildings such as are put r respectable workmen at public works for han 10 *l.* per billet. I would allow the in- s good beds, comfortable clothing, and clean wholesome food; but I would not purchase hem the best bread, the best meal, the best ly, the best beef, and the best everything, those who are paying for them are obliged e the second and the third best of the same s. I would diminish the cost of whisky, cco, and other luxuries. Instead of a paid lain for houses about the size of the Kyle n house, I would have the governor to do lerical duties. It would give him both more ity and more influence, as well as save money. cost in poorhouses is far too great. Our unts for the year ending at Whitsunday last ot yet docketed, but for the year ending at tsunday 1868, including money paid for the dation of the debt on the building, salaries, everything, the cost per week for each man, an, and child, was 7 *s.* 8¾ *d.*; deducting the dation of the debt, the cost was 5 *s.* 2¾ *d.* orkman, with a wife and five or six children, ld require to have about 2 *l.* weekly, to make equal with the pauper for whom he is com- d to pay; and, generally speaking, he has half of 2 *l.* per week.

394. That 7 *s.* 8¾ *d.* includes interest on the of the building?—The 7 *s.* 8¾ *d.* includes the est paid upon the cost of the building, but 5 *s.* 2¾ *d.* does not include that.

395. Mr. *Miller.*] It is 5 *s.* 2¾ *d.* without the , as you would call it?—Yes.

396. For each man, woman, and child?—

397. *Chairman.*] With regard to your sug- ion about limiting the supply of whisky and cco, that is a matter quite in the discretion of managing committee, is it not; you do not sider any change in the law necessary for that ct?—I do not know whether that would re- e any change in the law. The Board of ervision, in our case, have spoken of the ntity of both spirits and whisky that has been l in our house; but the governor, when he is ken to about it, lays down the medical book, says, "There are my orders; so and so is to e two glasses of toddy a-day, or two glasses vine. I must obey that order; it is the doctor t orders these things, not I."

398. Does he order tobacco too?—No, it is wed by the sympathy of the committee.

399. Sir *Robert Anstruther.*] If you found t the governor was not quite enough up in the of Moses to take the duties of the chaplain, uld you dismiss him?—There is no decent rnor in Scotland that would not do the chap- 's duties if he was asked.

.42.

6400. You think that most of the governors of poorhouses are qualified to discharge the duties of chaplain?—Quite so; they may not be capable of making extemporaneous prayers, but the law allows them to read prayers. I did the duty of chaplain for about 22 years, when I was governor; and I thought it did good to myself, in the way of authority and being looked up to.

6401. You think that the advantage of the chaplain is so small that, practically, we could afford to put him away altogether?—I think you could afford to put him away, because to give the population of Ayr the same amount of spiritual oversight would require about 100 clergymen for the parish of Ayr alone.

6402. Mr. *Fordyce.*] But can a man not a clergyman administer the Sacrament, and superintend the religious education of children?—We do not administer the Sacrament in poorhouses in Scotland.

6403. Mr. *Cameron.*] What is the salary of the chaplain?—About 35 *l.*, I think.

6404. *Chairman.*] What is the salary of the governor?—The salary of the governor and his wife is 100 *l.*, with victuals, coal, and gas.

6405. Mr. *Fordyce.*] You said you sometimes got rid of the interference of the sheriff by offering the paupers the poorhouse?—Yes.

6406. Did most of them accept of the poor-house?—No, a great number did not accept of the poorhouse, but some, as to whom I did not expect that they would accept it, did accept of it. I have been deceived sometimes; lately a woman with one child applied to me for relief: she went down to the sheriff, and complained that I would not give her any, and he gave her an order. Both herself and her child were in good health. I said, "You can go into the house:" and she went into it, and she is in the house still. She is, of course, costing the parish, at the present time, for herself and child, 10 *s.* 4 *d.*, if it is at the same rate as last year.

6407. Mr. *Miller.*] Does she do nothing?—No, she nurses her child, and walks about.

6408. Do you think that a good state of things?—No, I do not.

6409. You would rectify that?—I would rectify that entirely. Then, in respect to lunatics: from the last Report of the Board of Lunacy, I find that the cost of lunatics in Scotland has doubled since 1858.

6410. Mr. *Ellice.*] That is in consequence of their improved condition, is it not?—Well, I do not know what it is owing to, I am sure. It is a most oppressive cost, and, in my opinion, quite uncalled for, to the extent to which it exists; I say it considerately, and with an intimate knowledge of the matter, that more than three-fourths of the parties termed pauper lunatics, and kept in lunatic asylums, are poor, silly, harmless creatures, requiring only to be fed and kept clean; and that could be quite well done, and as safely, in the wards of the poorhouse or in private houses, for about 4 *s.* a-week, instead of paying 10 *s.* where they are.

6411. Do you think that they would be as comfortable?—I think that they would be more comfortable. No change to the better can be made in the mental condition of the parties that I speak of, and I have had a yearly practical experience that they can be kept in the way that I have stated, and at the rate that I have stated.

6412. Kept at 4 *s.* a week?—At 4 *s.* a week. I have some of my own parish, and some from

Mr. *W. Lennox.*

25 June 1869.

Glasgow, who are boarded in that way in the neighbourhood of Ayr. They are visited by the visiting officer from the Board of Lunacy, who has invariably stated that theyare very comfortable; much more so than they would be elsewhere.

6413. Will you explain what you mean by being boarded in the neighbourhood of Ayr; how are they boarded?—A family or a goodwife of some house says, "I will keep that party for you, and give her decent victuals, if you will pay me 4 *s.* a week, and give clothing."

6414. And is that system now in force near Ayr?—Yes.

6415. And is that with the knowledge and sanction of the Commissioners of Lunacy?—Yes. We had parties boarded in that way a considerable number of years before the Lunacy Board was established; but in the cases that I have mentioned they have been allowed. We were ordered to let a book lie in some place for the inspection of the visiting officer of the Board of Lunacy, and the first thing he does is to look at the book and to find when the party was visited by the inspector.

6416. These lunatics are boarded, not in their own families, but in the houses of strangers, I understand you?—In one case one is boarded in the house of a widow sister, a very well-doing woman. The other two cases in my hand are boarded with strangers; but one of the parties has been in the same family for more than 30 years.

6417. Generally speaking, what is the number of these cases where pauper lunatics are boarded out in families?—I have just two belonging to my parish.

6418. Mr. *Miller.*] How many such cases have you from Glasgow?—One from Glasgow; that is three altogether.

6419. Mr. *Cameron.*] If you are allowed to keep and board these lunatics at home, in what way do you think that the law requires amendment?—I would make an alteration in the way which I will point out. I have to say what is my own mind; but, of course, parties have different views on the subject. I had an impression, at least at the beginning of the existence of the Lunacy Board, that there was a particular anxiety to obtain lunatics to fill houses, and feel that they had some work for themselves. I do not think that that prevails to such an extent as it did at first. But I would have the medical officer of the Board to be capable of saying whether this or that party might be kept in a private house or the poor-house; I would not leave it wholly to the Board of Lunacy, or the medical officer belonging to that Board; that is the different arrangement that I would make. I would say to our medical officer in a case of that kind, "Will you give me a report as to the fitness of that party for being boarded at so-and-so." If he gave his sanction, that, I think, should be sufficient for the parochial board, and for the inspector.

6420. Do you think that that would be satisfactory to the country at large?—As to that, I do not know; I think it would be more satisfactory than the present mode; for our ratepayers grumble very much about the expense of lunatics, and they know a great many parties that were kept in the poorhouse before that have been taken away. I would take nobody out of a lunatic asylum that had the least chance of recovery, but other parties that have been in that way all their lifetime, and are perfectly harmless, I would have either kept in the poorhouse or in private houses.

6421. *Chairman.*] Have you seen the last Report of the Lunacy Board?—No, I have not read it; this particular thing that I have just mentioned I saw in a newspaper.

6422. Are you aware or not that in that report the Board of Lunacy call attention to this matter and seem to indicate something in the same direction that you recommend ought to be adopted?—I am very glad to hear of it, but I am not aware of it; I am sure it would give very great satisfaction to some parties.

6423. Mr. *Ellice.*] That is to say, to the ratepayers?—Yes.

6424. *Chairman.*] You are aware that the law in the last few years, with reference to the removal of incurable lunatics, has been considerably amended; formerly there was no power to remove incurable lunatics from the asylum; but recently legislation has given power to the Board of Lunacy to allow incurable lunatics to be taken out of the lunatic asylums?—I did not know that that was the law; but I know that it has been the practice, for I have had experience of it in some cases.

6425. Mr. *Miller.*] I think you said that the lunatics were more comfortably kept in these private houses than they would be in lunatic asylums?—My impression is very strong to that effect. In the case of that woman kept by her sister, she is just as kindly treated, and she is as clean and comfortable as she can be; and in the other case, where the woman has been so long in the family, she is just like one of the family. When a party is put into a lunatic asylum to herd amongst 50 or 60 people, that is a very different matter altogether, and a very painable thing.

6426. Mr. *Cameron.*] What lunatic asylum do you send your lunatics to?—We have a great difficulty in finding asylums. We have some in Montrose, some in Gartnavel, some in Paisley, some in Garngad, and some in Bothwell. We are having a new asylum for our county.

6427. Do you find much difference in the relative expense of these different asylums?—The lowest is about 9 *s.* and 9 *s.* 6 *d.*, and the highest is about 10 *s.*; they do not vary a great deal.

6428. *Chairman.*] Have you anything further to say?—No; I think that I have exhausted my paper.

6429. That contains all the suggestions that you have to lay before us?—Yes.

Mr. Henry Cowan Gray, called in; and Examined.

Mr. *H. C. Gray.*

6430. *Chairman.*] I believe you have been a member of the parochial board of Ayr for a good many years?—I have.

6431. You have also, I believe, filled the office of sheriff clerk depute?—At one time.

6432. For a good many years, I believe?—Ye

6433. And any other offices?—The office the dean of guild.

6434. You were recently senior magistrate the burgh?—Yes.

6435. A

135. And have taken a deep interest in mat- relating to the poor?—Yes.

136. And also have been for many years a ber of the Kyle Union Board?—Yes.

137. This report on the poor law, which I hold y hand, which has been sent to me from your chial board, has been drawn up by you?— It was remitted to a committee, and I was ested to draw it up, and it was approved of he board, as well as another report that has sent in to this Committee.

138. With regard to the constitution and er of the Board of Supervision, have you hing to state?—As a board, we have had little to do with the Board of Supervision, we have steered clear of any interference; from what I know of it, the constitution does appear to me very satisfactory. As regards exercise of their power, their aim, appar- y, is to have as much uniformity as possible; I have always considered that there is too h of red tapeism about it, and that local ds should be allowed more discretion than have.

139. What have you to say about the consti- on of the Board of Supervision?—They have mber just now on the board who are men seldom or ever attend, officials who are there right of office, and I think it would give ater confidence if you had several paid mem- s who would be obliged to attend, and if the ussions that took place were made public, so t the boards throughout the country should w what resolutions they arrived at for their dance.

140. Should they hold their discussions in olic?—Certain questions would be impractica- I should think, to discuss in public; but so as general questions were concerned, in which public had an interest, it would be desirable.

141. Mr. *Orr Ewing.*] Do you mean that they uld transact business in public?—If there is a tter involving principles in which boards gene- ly have an interest, I think that these should enunciated in some way to the public. Now know little about their proceedings till we e occasion to apply to them for ourselves.

142. Do they not publish their reports once a ar?—Yes, and then we see practically the re- t of their proceedings.

143. *Chairman.*] Would it meet your view in any case where a principle was involved y published the reasons of their decision?— s; not only the decision itself, but the reasons at have led to it.

144. Mr. *Ellice.*] Will you tell us the evils inconveniences that have arisen out of the te of things that you complain of?—As I have d already, as a board we have not much cause complain, because we have very little to do th the Board of Supervision.

145. Mr. *Miller.*] You try to keep clear of em as much as you can?—Yes; we do not like eir interference. When the inspector comes wn he interferes too much; says that you are whitewash such a room, and paint such a door, d remove the gravel from the children's walk, d so on. These little things, I think, might be t to the discretion of the board.

146. Mr. *Orr Ewing.*] Your opinion as to the nstitution of the Board of Supervision is more eoretical than practical; not from any incon- nience that you have suffered?—We have ffered nothing ourselves.

147. Sir *David Wedderburn.*] Do you consider that it would be desirable for the Board of Supervision to possess a discretionary power of compelling a combination of parishes for the erection and maintenance of poorhouses?—At present parishes may fall into the union system as they think proper, and I can conceive instances when it might be well to compel other parties to fall in; it might lighten the expense, and spread it over a greater surface.

148. You have not, in your own experience in the Kyle Union, found that it would have been expedient if the Board of Supervision had possessed that power?—No.

149. Do you happen to know that in Carrick there is a different state of things?—In Carrick they have refused to fall in; they have a house of their own at Maybole, which is carried on very comfortably, I believe, and at much less cost than ours.

150. But certain other parishes declined to combine, and I want to know whether you can tell us that the compulsory action of the Board of Supervision would have been beneficial there?—I think it might be in those cases to which you refer.

151. *Chairman.*] From your statement I gather that practically the Board of Supervision, so to speak, does not exist, as far as you are concerned?—So far as we are concerned, we know little about it.

152. Therefore, you could do very well without it?—We are not interfered with in any way. We have a visitor now and then at the Kyle Union house.

153. Would you be inclined to recommend that the old system should be resorted to, and to leave the whole thing in the charge of the local board?—I think it would be desirable to have a Board of Supervision to see that uniformity is observed. If the boards were left to do as they liked, there might be a resolution arrived at by one in antagonism with another.

154. So far as your experience goes, they meddle with trifles which they might leave to the local boards?—Yes; we think that they meddle with things which might be left to us without the poor suffering in the slightest degree.

155. With reference to the sheriffs, who are members of the board, do you think that they should be continued members of the board with better salaries?—If the Board of Supervision is to be constituted, as many seem to recommend, as a court of final appeal, it would be desirable to have some men of legal knowledge on it, and you could not ask the sheriffs to give their time to it without further remuneration.

156. Mr. *Armitstead.*] Do you not think that it would be desirable to have the Board of Supervision as a court of final appeal?—I do.

157. To settle all questions?—Yes, to settle all questions, both as regards settlement and as regards other questions.

158. *Chairman.*] In the event of the abolition of the double sheriffship whom would you appoint as members of the board?—You require to have a gentleman of some legal standing for that purpose. I think that it is very little consequence whether he is a sheriff or not.

159. You think that two or three should be appointed at the board, and that one or other of these at least should be a competent lawyer, and that they should be fully paid?—Yes; you could hardly expect their services without remuneration.

Mr. *H. C. Gray.*
25 June 1869.

6460. As to the constitution and power of the local boards, have you anything to say on that?—The constitution of our local board is very defective.

6461. In what respect?—I judge from our own board, which is partly landward and partly burghal. All landlords having rentals of 20 *l.* and upwards, are members in their own right, and those having rentals under that sum, and all tenants, have only the privilege of sending 12 representatives to our board. That board meets only twice a year, and they elect a committee of management which is unlimited. We may make it any number that we choose. I think that at present it is about 22 or 23. Then I should mention, moreover, that the kirk session sends six representatives. Now, I think, that all should be equally represented, and that the committee of management should be limited to few, and that they should be chosen in equal proportions from the proprietors and tenants of land, merchants and those of a like grade, and artizans.

6462. You would make the whole board elective?—I would make it elective; but taking two or three members, as the case may be, from each of these different classes that I have mentioned.

6463. What number would you recommend, for instance, in a parish like the parish of Ayr?—I should think 13 at the outside would be a very numerous board. Then representation from kirk session should be abolished entirely. There should be no representation, except from parties who paid.

6464. With regard to the powers which the parochial board exercise, have you any suggestion or recommendation on that head?—I am not aware of anything particular that I have to say there. They have very extensive powers which they exercise at present.

6465. With regard to the question of settling what paupers should be on the roll, at present there is a double sort of action; the board in the first instance has the control of that, but if they chose to give a decision against the pauper, he can go to the sheriff?—Quite so.

6466. Are you satisfied with that state of things?—No; I may mention that as one of the causes of the increase of pauperism, the facilities that the pauper now has of calling in the aid of the law to enforce his claim. I think that the local board ought to consider the claim made by every applicant, and award such aliment as may appear proper, or reject the claim entirely. The pauper when he is refused, applies to the sheriff. I can speak from experience, from having been sheriff clerk for a time, and I know what the custom is. The sheriff just instructs the clerk to issue an order, calling upon the inspector to show why relief has been refused; and that same order contains the appointment of an agent for the pauper who shall take up the cause of the pauper; and it also contains an order for interim relief. Our practice invariably is to allow that party, say, 6*d.*, the smallest sum that we possibly can give; or to offer the house, rather than go into court, in consequence of the great expense connected with all litigation.

6467. Sir *Robert Anstruther.*] And would you be satisfied that there should be no appeal from the decision of the parochial board on the part of the pauper?—I should be very sorry to take away the right of appeal, even from the poorest, but I question whether that appeal to the sheriff is really advantageous.

6468. What would you substitute?—T Board of Supervision. There ought to be son party appointed to make out a statement fro the pauper, accompanied by a statement fro the local board, and let that be sent on to t Board of Supervision, who would adjudicate up the matter.

6469. Mr. *Orr Ewing.*] But even witho appeal, would there be any chance of hardsh being inflicted by a local board against a deser ing person?—I never yet knew an instance great hardship arising from a refusal of a clai and that party, if a proper object, will find assis ance somewhere.

6470. Mr. *Fordyce.*] But if that is the cas how do you account for the sheriff reversing t decision of the inspector so often?—I cann speak to that. I am not aware that that is t case.

6471. I believe that the average number applications to the sheriff against the inspector 500, and that upwards of 300 are sustained b the sheriff?—It may be so; and that may ari in a great measure from the inspector being d sirous of keeping down the expenditure and bein somewhat harsh; but if all parishes had such a inspector as we have, who is intelligent and know his duty, he would act differently and there woul be fewer appeals.

6472. Mr. *Ellice.*] Practically, do you no arrive at the same result now. When th sheriff orders interim relief, the statement o the pauper, that he is dissatisfied with that relie goes to the Board of Supervision at once?—Yes.

6473. With a statement from the inspecto who is called upon to state the reasons of hi conduct?—Yes.

6474. So that practically it does come unde the cognizance of the Board of Supervisio who settle the matter?—It does so; but accord ing to the present form, to allow the case to g on before the sheriff after an agent has been ap pointed, is connected with very considerabl expenses. I suppose that the very smallest case if there was anything like a proof, would com to something like 7*l.*, 8*l.*, 9*l.*, or 10*l.* of ex penses.

6475. But I assume, that practically, parochia boards never subject themselves to the evil o litigation, but they submit at once to the orde of the sheriff for interim relief, which is a nomi nal amount?—Unless it appears to them to b a very strong case which they should litigate as a general rule, I presume they do not liti gate it.

6476. Sir *David Wedderburn.*] With regard t mandates, what view do you take of that?—Well I have seen a great abuse arising from mandate remaining in the possession of the party to whom they have been granted for several years These mandates have generally been obtained fo a particular purpose, and I think that they ough only to be exercised for that purpose, and shoul not subsist in any case beyond 12 months, an then they should be renewed.

6477. Mr. *Hamilton.*] Except commissions o factors?—That is a special case. I do not look upon the factor of a landed proprietor unable himself to attend as a mandatory.

6478. Mr. *Miller.*] But you would have the Factors' Act under the commission registered and known to the public?—Yes; I have known of a case where the mandates have been produced most

unexpectedly, and the decision of the meet- has been overturned.

79. *Chairman.*] In those cases where you give 6*d.*, what happens; are the par- content with 6*d.*, or do they complain? some cases they will complain to the Board supervision, but it is a very exceptional to give only 6*d.* We give the lowest mum, however, in order to keep out of the rol of the sheriff.

80. I see in the last report of the Board of ervision that there was only one application at year from Ayr to the Board of Super- n on the ground of inadequate relief, so that cases are not frequent with you?—No.

81. Do you think that that arises from the rol which the sheriff has over the Board, or in a properly constituted Board, it would be hether the sheriff was there or not?—Yes, ieve it would make little difference whether heriff was there or not; it would not affect practice of the Board.

82. You think that the Board of Super- n by its existence does secure certain uni- ity in action?—I do.

83. Which is advantageous?—Yes; and I that it might be made still more serviceable fferently constituted, and might keep down ation.

84. Mr. *Orr Ewing.*] I suppose you would that the parochial board at present exer- its duties most efficiently in Ayr? — I ve they do; there is very considerable vigi- e and interest taken in the matter.

85. *Chairman.*] Have you any experience e working of the Poor Law before the Act 845?—I know how it wrought; but I was then a member of the Board.

86. Coming now to the results of the pre- law, has it tended to increase or diminish perism?—The present law has tended very h to increase pauperism by the facilities h it affords to parties claiming relief, calling e aid of the law to enforce it. The spirit dependency has been almost crushed entirely, the astonishing thing is that the poor are no er off, I should say worse off, than under the ier system; a great many who receive relief d live as well without it, as what they get is t in drink. I think that such parties, if re- ed at all, should receive the relief in some- g else than money, and yet it is only fair to that once and again, during the period of ression when soup kitchens were established, ances were brought under my notice of the being given to pigs, and I have also been that, when meal was distributed, instances e known of its being sold. The fact of ies getting relief who could do without it es irritation on the part of the honest poor tending with poverty, and leads them also to relief, as, in their own estimation, more rving. The influx of Irish, and large mining ks tend also to increase pauperism. Drink and gitimacy add their quota, and improvidence has a great deal to do with it. This improvidence is ouraged by the fact that parties know that when come to need it they can demand relief as a t, and in fact they look upon it something in light of a benevolent society. Relations, for m parties are not legally responsible, are thrown upon the Board, and this adds very ch to the number. Aggrieved parties, refused ef at once, apply to the sheriff, who orders 42. interim relief, and appoints the inspector to lodge a statement of reasons why relief has been refused, and at the same time nominates an agent to the applicant; and to save the expense of litigation, which is very considerable, the Board generally yields, and puts the pauper on the roll as being the most economical. With us there are very few such cases, as we prefer giving a paltry allowance on the application being made, to prevent the party going to the sheriff; vagrancy also, which is very prevalent, and not put down as it should be, is a fruitful source of pauperism. So far as Ayr is concerned, we are favourably situated; being a burgh, we have adopted the Police Act, and can deal with vagrants; Newton and Wallace Town, which are separated from us only by a river, fall within the county, and they have no Vagrant Acts there. When vagrants come through, if they want to apply to the inspector of Newton, or Wallace Town, their offices are generally closed too early, or they come over to our side and apply to our inspector, who holds himself in readiness to deal with such cases up to a certain hour; after that, the police are instructed to see such parties housed for the night; and until very recently, these parties were housed in our police-office and received a supply of milk and bread.

6487. You say, "Until a recent period;" has there been any change?—Yes, there has of late, by which a house is fixed upon as a lodging-house, and the superintendent of police is authorised to take those parties to that house, and the inspector of poor looks after them the following morning.

6488. Do they just get one night's lodging and pass on?—Well, they are expected to pass on; but they then go to the other side of the water and remain there without the police having it in their power to interfere.

6489. Mr. *Orr Ewing.*] Have not you the remedy in your own hands, by bringing the parishes of Newton-upon-Ayr and Wallace Town into the municipal boundary?—Yes; but there are always two parties to a bargain. We consider ourselves the wealthier part; and I have no hesitation in stating what another witness seemed to have a certain hesitation in stating, that we are influenced by the consideration that it would bear harder upon us; and hence the community generally are not inclined to that amalgamation. But it is a very hard case. In Ayr the assessment, I think, is 10½*d.* upon the landlord and 1*s.* 4*d.* upon the tenant in the first class. In Newton, which is just within a stonecast of Ayr, 3*s.*, I think, is the rate equally upon landlord and tenant. In Wallace Town it is 3*s.* 6*d.*

6490. Mr. *Hamilton.*] It does not follow that if these places were joined to you for these purposes they should also be joined for other purposes?—No.

6491. Mr. *Orr Ewing.*] You think it a hardship resulting from the want of combination that Ayr is not able to deal with vagrants?—In consequence of Newton and Wallace Town being under the county police, and Ayr, as a burgh, having its own.

6492. *Chairman.*] I believe an attempt was made to get the area extended, and upon a vote it was defeated?—Yes, lost by a small majority. The Burgh authorities only can deal with vagrancy, but it is almost a dead letter, and it is vain to attempt putting it down until a Vagrancy Act be obtained applicable to the whole of Scotland.

 6493. I gather

Mr. *H. C. Gray.*

25 June 1869.

6493. I gather from the statements that you made just now that the action of the sheriff practically tends to increase the roll of the paupers unduly?—From the sheriff having it in his power to take up cases, we are obliged to make a defence to protect ourselves, or to put the party on the roll at a small rate, and hence the number is increased.

6494. You are obliged to put parties on the roll whom you, with your knowledge of the parties, would not put on the roll?—Yes.

6495. And you merely put the party on because it is cheaper to put him on than to litigate?—Yes.

6496. Therefore that condition of the law does tend in many cases to increase the roll of paupers unduly, and to put undeserving paupers on the roll?—Yes.

6497. Mr. *Miller.*] When an agent appears for the paupers in the way you have described, is the parochial board assessed with the whole expense of the process?—As a general rule the losing party is assessed with the expenses, and of course, if the Board loses, the expenses fall upon it.

6498. And this solicitor gets paid?—He gets his expenses from the Board. Of course, if the Board happen to be the successful party, they have a pauper to fight with, and they get nothing.

6499. So that it is the law expenses that you are afraid of?—Yes.

6500. Mr. *Fordyce.*] Do you think that the great increase of vagrancy in Ayrshire last year is at all owing to the administration of the Poor Law system?—I entertain the opinion that we would not have so many Irish coming amongst us if they could not get assistance in Scotland, that they would not get in their own country.

6501. Mr. *Miller.*] Are your vagrants mostly Irish?—A great many are Irish, judging from their appearance.

6502. You think it is the Poor Law assistance that draws them over?—That has something to do with it. Take our own town with our police force. When I was a magistrate, parties would complain to me that the bell would be rung 20 or 30 times a day (I am speaking of houses in the suburbs) by parties asking for assistance; and we have brought these parties up in some cases; but we would have nothing else to do if we prosecuted them all.

6503. *Chairman.*] I observe that the Irish constitute from 20 to 25 per cent. of the registered poor on your roll?—They are a very numerous class; and it is a common expression to be used by people who have long resided in the town, "Well, here is an Irishman that has got on; I see no reason why we should not apply and get a share too."

6504. Mr. *Orr Ewing.*] What is the population within the Parliamentary boundary of Ayr?—About 20,000.

6505. And the Parliamentary boundary is practically the town of Ayr?—Practically; it is just separated by a river, almost like Govan and the town of Glasgow.

6506. Do you not think that it would tend to economy in the management of the poor if the three parishes were combined into one?—It should be part of a general system; but it would be very economical as regards management, because one inspector, with a sub-inspector, might do for the three, instead of having three inspectors.

6507. And it would tend also to the good government of the town that it should be under one municipality?—For police purposes it would

6508. And you would recommend that that should be done?—I do.

6509. *Chairman.*] Would you limit that extension to town parishes only, or would you go further, as indicated by Mr. Lennox, and combine the parishes in the division of a county?—I have not sat down and made a careful calculation as to what the result would be. If I were to be guided by results my opinion might perhaps change but looking at it abstractly, I should say that for economical purposes and the care of the poor it would be a good thing that we should have an extended area. In our county we have a natural division, Kyle, Cunninghame, and Carrick; and I would either have the whole of Kyle thrown into Kyle, and so forth, or perhaps make it a county area entirely.

6510. And you think that that could be done with economical management?—I do.

6511. Would there, in such a case, be sufficient means of personal knowledge of the pauper to ensure a proper economical management?—I do not see that there would require to be different management from that existing at the present moment; I would not dispense with local boards.

6512. Mr. *Miller.*] You mean, I suppose, management in regard to the collection of the money?—Not only the collection of the money but also the supervision.

6513. If you had an inspector in each parish what would you gain?—I do not think that there would be a necessity for an inspector in each parish. The parish might be so situated that one inspector might do for two or three parishes.

6514. Could one inspector go over more parishes than he has now?—With a sub-inspector I see no difficulty in it.

6515. *Chairman.*] You would have one central board in the county or division, and local committees acting as local boards?—Yes; a few parties in each parish conversant with the wants of the people, to advise with the inspector, or rather the inspector to advise with them.

6516. Mr. *Cameron.*] Do you think that there are many parishes in Scotland where that could be done with advantage?—I do.

6517. You have experience in other parts have you?—I know Scotland pretty well, and have travelled over a good part of it.

6518. Mr. *Orr Ewing.*] Do I rightly understand you to recommend that the whole county should be combined for the support of the poor—I am not decided as to whether it should be the county, or the divisions of the county; but I see nothing to hinder extended areas of chargeability.

6519. Do you not think that it would tend to extravagance if all the money were in a central fund, and the parishes drew from it what they wanted?—Not if you had local management; I am aware that that is an objection which some people urge, but I do not think that there is much in it.

6520. In the meantime you would like to treat the three parishes of Ayr?—No, not as isolated as part of a general system.

6521. Mr. *Cameron.*] But you say that you would extend the area for purposes of management also, do you not?—I see nothing to hinder a certain district being placed under one general management, and a certain rate of assessment ma

ade applicable to it. You would have your cal board of three or five, as the case may be, watch the poor, and the inspector to advise ith them.

6522. Mr. *Miller.*] These, in combinations, nsisting of three or more parishes?—Yes.

6523. *Chairman.*] You are aware that there a section of the present poor law, enabling rishes to combine for all poor law purposes, if ey choose; has that been considered in Ayr?—I was not aware of that till the other day. I ought it was applicable only to combination of orhouses. But I do not think that you will t parishes to fall into a matter of that kind; d if it is deemed to be advisable, I think it ght to be a legislative enactment.

6524. You are aware that there has only one mbination been formed in Scotland under sec- n 16, in the three parishes of the Island of lay?—Yes.

6525. And that they found it so unmanage- le, that they got Mr. Dunlop's Act passed to ssolve the combination?—If that is a scattered strict, that might account for it.

6526. It would not do for all parts of Scot- nd, you think?—No; every rule has an excep- n.

6527. In the more populous parts of the untry it might be adopted with advantage?—es.

6528. Mr. *Orr Ewing.*] Would you give the wer to the Board of Supervision to compel rishes to join?—If it was to be a thing appli- ble to the whole of Scotland, I suspect that u would require some such power.

6529. *Chairman.*] You would not give the oard of Supervision a discretionary power to mpel a combination wherever they thought fit, ould you?—No.

6530. Mr. *Orr Ewing.*] What discretionary wer would you give them?—Take the Police ct at the present moment, for instance, popu- us places may or may not adopt the Act, and presume the Chairman means to ask whether I ould allow the Board of Supervision to single t certain parishes, and compel those to com- ne. I would not be disposed to give them that wer.

6531. I understood you to say that you would ve a discretionary power?—No, not a discre- nary power.

6532. You would give them no discretionary wer in the matter?—I would neither give the oard of Supervision, nor yet the towns, a scretionary power. I would have it a legal actment, if it were deemed to be a good mea- re.

6533. Which you think it would be?—I do.

6534. *Chairman.*] We have heard of the im- ense increase of the expenditure from Mr. ennox, from 500 *l.* of assessment to 3,500 *l.*?—es.

6535. Can you give us any indication of the uses of this enormous increase of expenditure? I was going on describing them just now. esertion by husbands, and the difficulty of nishing them is another reason for the increase pauperism. The law in this respect should be ered to the effect that the party should be pro- cuted by the fiscal; and it is questionable ether the obligation of supporting relatives ould not be extended to collaterals as well as ascendants and descendants. I can see great rdship, however, in that, and I am not pre- 0.42.

pared to say that I have formed any very decided opinion upon it. The difficulty of recovery at present from relations is very great and expensive, and the relationship being established, I see no reason why decreet should not be obtained at once, leaving the boards to recover as best they can; or what would be better still, compelling relations bound by law to contribute such support without having recourse to the board at all, and failing their doing so, having them punished penally. The law as presently administered is a great hardship; mothers of illegitimate children should obtain no out-door relief; they should be sent to the poorhouse and made to work, or refused aliment entirely. We have a great many such cases, and when sent to the poorhouse mother and child are rated as two paupers.

Mr. *H. C. Gray.* 25 June 1869.

6536. Mr. *Miller.*] And, as the inspector said, you give them nothing to do?—Nothing to do. I have something to say upon that when I come to speak of the poorhouses.

6537. *Chairman.*] We have heard that the actual number of paupers has been about double to the present time?—Yes.

6538. And that increase of pauperism would be accounted for by the causes that you have just indicated?—Yes.

6539. But how do you account for the greater increase of expenditure; the expenditure has been nearly six times as much, while the paupers are only double?—There is a considerable part of the increased expenditure caused by the increased number of paupers; but the expense of management is now considerably greater than before; and, generally speaking, the expense of living for every individual has increased, and that also has something to do with it.

6540. Do you think that there is any of the increase in the expenditure attributable to the increased cost of provisions?—It cannot be, so far at the allowance to paupers is concerned, because that is given in money.

6541. Therefore, the increase in the price of provisions is only a partial cause of the increase of expenditure?—Yes; I think, too, so far as we are concerned, that we are peculiarly situated. Ayr is a place of easy access, and a good many people come there, apparently to take up their residence, and go out to the country districts to obtain employment and become paupers.

6542. That would only account for the number of paupers being increased, whereas the rates have increased five or six fold. The rates have been increased, I suppose, more rapidly on account of your not getting the mortifications that you used to get for the poor?—Yes, I will come to that subject soon.

6543. Mr. *Orr Ewing.*] Your assessment was about 1,100 *l.* 25 years ago?—The sum that we had for distribution amongst the poor, including the mortifications, amounted to that.

6544. But it is quite fair to take all into account, is it not?—But then you would require, in connection with the sum that we now expend, to add the mortifications that we do not now have.

6545. The amount you expend now is 3,500 *l.*—Yes.

6546. Therefore the expense has not increased five or seven times, but about three times the 1,100 *l.*?—Three times.

6547. And of that expense some 1,000 *l.* is included in the increased expense of maintaining the lunatics, the expense of paying the debt

Mr. *H. C. Gray.*

25 June 1869.

upon your building, the increased expense in medical relief, and the increased expense in management?—Yes.

6548. And therefore the increase in the expense of supporting the poor only amounts to about 1,200*l.*, and seeing that the board had 1,100*l.* 25 years ago, and that you have doubled the number of paupers now, there really is no unreasonable increase, is there?—I rather differ from you there. There has been a great increase, because that increase has gone on without any great increase of the population. We have double the number of paupers now that we had in 1845.

6549. Hence you cannot expect to support them for the same sum as that which you spent on paupers then?—We do not expect that. As I understood the chairman, he asked how I accounted for the increase of pauperism. Of course, if pauperism increases, the expenditure increases, as a matter of course.

6550. *Chairman.*] Do you consider that the expenditure now is excessive, having regard to the number of poor?—I do not think that it is possible, having regard to the number of poor, that we can keep our expenditure below what it is.

6551. Therefore you point rather to the increase of actual pauperism, which has doubled, whereas the population has only increased something like 10 or 15 per cent.?—Yes, and I was attempting to account for the fact how that increase had gone on, and how it might be kept down.

6552. Mr. *Cameron.*] Do you agree with the last witness, that it would be desirable to buy inferior meal and second rate flour, and inferior butchers' meat for a poorhouse?—Well, I am always disposed to give great deference to our inspector, as he has had great experience, but I have always understood that the better the article the further it will go, and I do not know that there would be great economy in that. I understood Mr. Lennox to mean that he thought it created great discontent and dissatisfaction that those in the poorhouse should have the best of everything, whereas a poor man labouring to maintain his family is satisfied with considerably less food, inferior in quantity and quality.

6553. Mr. *Ellice.*] Do I rightly understand you to say, that having regard to the present amount of pauperism, the management of it could not be more economical than it is?—We consider that we are very particular in trying to keep down our expenditure. We have had parties at our meetings of the board that have complained greatly of the increase, and we have put them upon our committee, and they were obliged to admit that there was nothing that could be found fault with.

6554. You intended to restrict your observations to the Ayr Board?—I do not think that it is possible to reduce the expenditure connected with the poor, unless you reduce the number of paupers.

6555. Mr. *Orr Ewing.*] I do not think that Mr. Lennox said that he would recommend inferior meal, or butchers meat to be bought. He only said, instead of buying the very best for the poorhouse he would buy second quality, such quality as the working classes use?—I understand him to mean that great discontent is created by keeping paupers as they are, housed in palatial residences, and giving them the best of every kind of food.

6556. And the food would be equally wholesome, though not of the first quality?—Yes.

6557. Mr. *Cameron.*] Do you agree with that statement?—Yes, I think it is a mistake to make your poor better off than industrious artisans.

6558. Mr. *Ellice.*] It is the same with regard to prisons, is it not?—Yes; I know that prison diet is better even than the poorhouse diet. I think it is a mistake.

6559. *Chairman.*] Do you agree with Mr. Lennox that this better diet of the paupers makes them liable to be more discontented and more *exigeant*?—Yes. The next thing that I have to state is, that the law of settlement has been a fruitful source of litigation, and should be remedied. We complain very much of parties who have spent the best of their days in rural districts, taking up their residence with us when they are nearly worn out, and ultimately becoming paupers. Such parties frequently complain of their inability to pay rates, and are exempted, and I have always considered it a very strange anomaly that this does not interfere with their acquisition of an industrial settlement whereas the amount of these rates, of which they have been relieved, if given to them in the shape of aliment, would prevent an industrial settlement being acquired. The present law should be altered to the effect that when once a settlement has been acquired, it should not be lost until another has been gained; and unless some such amendment were made, I would rather have a a universal rule, instead of the present mode, the parish of birth as the law of settlement; but in that case, or should the law remain as at present there ought to be an alteration to meet cases such as the following: in our parish we have a military depôt, a penitentiary for female criminals, a union poorhouse, and a lunatic asylum. By the present law we experience great hardship; a female, for instance, is transmitted from another prison to our penitentiary. If she is confined or a child in Ayr, or brings an infant with her, the child is taken from her when it reaches a certain age, and handed over to our parish; if the party happens to be an Irish woman, or we can not find out her settlement, the child from that moment becomes chargeable to our parish. Now we think that that is a very great hardship. The is a penitentiary for the country generally, and we ought not, as a parish, to be saddled with such cases.

6560. How would you propose to remedy such an evil as that. That is distinct from the present law of settlement, is it not?—No, that is in connection with the present law, namely, settlement by the parish of birth.

6561. But supposing that you remitted the person to the parish of birth, as I think you suggested just now, you would not get quit of the evil?—I think that the Government should come in *in loco parentis.*

6562. You would have those cases put upon the national fund?—Yes. Then again as regards the Kyle Union, or our lunatic asylum, in the case of parties transmitted from other parishes, I think that the law ought to be, that if the parish of birth is the parish of settlement, these children should be considered to have been born in the parish from which the mother has been taken.

6563. Would you see any difficulty in managing the matter if the whole law of settlement were abolished altogether?—No.

6564. Wou

6564. Would not that be a better system throughout the country?—It would fall hard upon some, but it would work better as a general rule.

6565. Mr. *Miller.*] How would you deal with the English and Irish?—We must have something like reciprocity.

6566. *Chairman.*] In that case which I have put, the Irish would not obtain a settlement?—No. We have sometimes got an Irishman before a justice of the peace, and got an order to send him to Ireland, and he was back in a few days again.

6567. What becomes of these children born in prison, of whom you have just spoken?—Where we cannot find the parish of the mother's settlement, the inspector is obliged to send them to the Kyle Union-house.

6568. Do you board them out?—We have some of them in the poorhouse. We used to send a good many children over to Arran; but since we have had the Kyle Union-house we have not done so.

6569. You have found that that boarding out is an advantageous system, have you not?—Yes. We have a good many children in the poorhouse now.

6570. Mr. *Crum Ewing.*] About what proportion?—I visited the Kyle Union poorhouse just shortly before I came here, and then there were 25 boys and 12 girls in the poorhouse. Our poorhouse, I may state, contains 168 billets, and there are 12 parishes connected with it. There are only 150 billets that are allocated amongst these parishes, and the 18 are just lying over. When I last visited, we had 119 inmates in the house. Of children there were, as I have already said, 25 boys and 12 girls; 37 children in all. But these 119 were not from the parish of Ayr; they were from the combination parishes.

6571. I understand that the 119 were composed of adults as well as children?—The 119 is the gross number, including children; and the number of children I have jotted down is 25 boys and 12 girls.

6572. And how many may there be boarded out?—I could not tell that; but that report which I have handed in gives all the information.

6573. Do you find any difference as regards their sanitary condition?—I think that the boarding out is a first rate system; physically they get their health better, and I think that their habits are improved by taking them away from just coming into contact with their former homes.

6574. Have you followed them up in after life, after they have got out of your hands?—Well, I know a number of cases where they have turned out excellent members of society.

6575. Do you confine yourself in that remark to those that are boarded out, or do you include those that are in the poorhouse as well?—I include both.

6576. Mr. *Miller.*] Do you find that those that are kept in the poorhouse, turn out just as well as the children that you board out?—I cannot speak from experience, I cannot say that I have facts before me in order to form a conclusion by way of comparison. I can speak of the poorhouse merely under the old system.

6577. As a rule now, do you board them out or keep them in?—Where children are left destitute we send them to the Kyle Union poorhouse, because we are obliged to occupy so many billets; we are assessed for that particular number.

6578. *Chairman.*] I find by this report that you have eight boys and seven girls in the poorhouse?—Yes.

6579. Mr. *Miller.*] Am I to understand, as a rule, that as a rule you keep them in the house?—I think we do.

6580. And that those kept in the house turn out as well as those boarded out?—We have not had time to come to a conclusion on that point, because that house is now in its infancy.

6581. Mr. *Orr Ewing.*] You would prefer the boarding out, if you could have it?—Yes; there are great advantages connected with it; I have seen it in the ragged school.

6582. *Chairman.*] How long has the present poorhouse been in operation?—Eight or nine years.

6583. Mr. *Miller.*] Are we to understand that there being 119, including 37 children in the poorhouse, the average cost of the 119, including the children, comes to 5 *s.* 11 *d.* a head?—I will give you the statement as taken down by the governor, for I was desirous of informing myself particularly on that point. Mr. Lennox puts it a little higher, but he is talking of the previous year. I have mentioned already that there are 168 billets, and 150 are allocated, the remaining 18 are reserved; and now, Monkton having applied for two, and Dalrymple for one, the 18 are reduced to 15. "Each billet allocated cost formerly 6 *l.*, but now it is reduced to 5 *l.*, and will be reduced gradually, as the debt is reduced. The average cost of each pauper is 5 *s.* This appears as follows: food, fuel, clothing, &c., 3 *s.* 9 *d.*; salaries of officials, &c., 1 *s.* 1 *d.*; medical attendance, 2 *d.* The billets not occupied are assessed for salaries and medical attendance, being 1 *s.* 3 *d.* in addition to the allocated cost." We used to have a teacher to attend to the boys, but these boys are now educated at a school within a short distance of the place, at the small salary of 10 *l.* a year; that is Smith's Institution.

6584. *Chairman.*] And are they educated there at a different rate from other children?—There is a fund for endowing the teacher, and he is obliged to teach so many poor people, and we give this 10 *l.* in addition.

6585. I see it stated in the report of the parish of Ayr, that there are a certain number of children in the ragged school; are they pauper children?—We give the ragged school so much per year, and they take so many children; it is a substitution for the Kyle Union poorhouse.

6586. You have no parochial school in Ayr?—No.

6587. Therefore you are obliged to put them out in such schools as you have?—Yes.

6588. How do you draw the distinction between those who go to the ragged schools and those who go to Smith's Institution; have you any rule?—No, it is an arrangement; we give 50 *l.* a-year to the ragged schools.

6589. From the rates?—Yes.

6590. Sir *Edward Colebrooke.*] Are the children that are sent to these ragged schools the children in the poorhouse?—No, they are not in the poorhouse.

6591. They are boarded out?—At the expense of the Board of Ayr. There are some at the

Mr. *H.C.Gray.*

25 June 1869.

ragged schools under the Reformatory Act, and others, again, are admitted from sympathy.

6592. *Chairman.*] Are these children boarded in the ragged schools; do they get their food there?—I think they do.

6593. Do you know how they have turned out from there?—Some have turned out remarkably well; parties that are occupying very important positions at the present moment were educated in the ragged school. Then the next point is, as regards assessment. The present assessment bears very unequally. Feu duties and ground annuals are exempted from assessment, and I can see no reason for this: lodgers also are exempted. Till the present year, landlords paid assessment for tenants under 4 *l.*, but now all tenants are put on the roll and assessed. A great many, however, are relieved on the ground of inability. There should be no exemptions. All should pay according to their ability, no matter from what source their incomes be dervied. There should possibly be an exemption of incomes under 30 *l.* There was a question put by one of the honourable Members the other day to this effect—Suppose that you were to revert now to means and substance, how would it effect a class of people such as artizans and others in that position? When we had means and substance formerly, the assessment, I think, was 4½ *d.* per pound. The dissatisfaction that arose in connection with that (and I was one of the dissatisfied myself) was not so much against the principle as against the mode in which the assessment was laid on. Parties objected to go before the board and let their circumstances be known, and this led to an agitation which resulted in going upon the rental. If a law were passed, in connection with the Bill now before the House, to assess upon the gross rental without any deduction, of course the higher the figure the less would be the rate; but I am assuming that the rate would be according to our old system of a deduction of 25 per cent. upon house property and 10 per cent. upon land. Taking that at 4½ *d.* on an income of 40 *l.*, this would yield 15 *s.* The same party with us would pay, possibly, on a 6 *l.* rent at 1 *s.* 4 *d.*, that would be 10 *s.* In Newton, however, where the assessment is 3 *s.* per pound, he would pay on the same rent 18 *s.*; and in Wallace Town where it is 3 *s.* 6 *d.*, 21 *s.* So that I consider that if you were to stop at a certain figure by relieving those under 30 *l.* and odd, it would be a relief to them; the working classes would pay no more, and the upper classes would be obliged to pay more than they do at present.

6594. In fact, what the wealthier classes would pay would be brought in aid and relief of the poorer classes?—Yes.

6595. Have you thought of any machinery by which you would propose to tax means and substance?—Well, there ought to be a secret machinery. I see no reason why the Income Tax Board could not assess parties for all purposes, if the assessment is to be on means and substance, bringing the rate down to this low figure; and they could also levy it at much less cost than that at which, generally speaking throughout the county, these taxes are levied. Or you might have a board sworn to secrecy, consisting of two or three parties.

6596. But there would be, you think, no difficulty in employing the income tax assessor?—None whatever.

6597. How would you meet the point that has been objected to that suggestion, namely, the case of parties having property in different parishes, deriving their rents from one, and income from dividends in another, and so on; do you see any difficulty insurmountable in that?—So far as income has been already assessed, it would be unfair that it should be assessed again; but it might, perhaps, be a fair thing to rate the party upon the income which is considered to be spent; the house that he occupies, for instance, would be some test of the sum that he would be spending.

6598. That would introduce a new element which the income tax assessor is not in the habit of dealing with now?—Yes, but we never had any difficulty formerly under means and substance so far as the principle of the administration was concerned; the mode was the only difficulty.

6599. They only objected to come before a numerous board, each having to disclose details to it?—That was the great difficulty.

6600. Sir *Graham Montgomery.*] Were there not cases where men of large incomes, derived from various sources, objected to the system?—We had a few isolated cases where it bore very hard, and it was represented to us that we might drive them away from the parish.

6601. They could only pay in one parish on means and substance?—Yes; I should also mention that one very great evil in connection with the former system was this: so far as we were concerned, a good many of our artisans and others lived in St. Quivox and Newton parishes where they had a rental, and we upon the means and substance were also assessing them, so that in fact these parties were being called upon to pay in both parishes.

6602. *Chairman.*] They paid on their houses where they lived, and on their wages where they worked?—Yes.

6603. Was there not also another evil in the law that it was optional, and that, inasmuch as all parishes did not adopt means and substance, you were exposed to the inconvenience that parties said that they would go away and live in the parish where it was not in force?—Yes.

6604. That difficulty would be removed if it were made compulsory all over the country?—Yes.

6605. Would you see any difficulty in meeting that, if a system were adopted something of this kind, that a certain portion of the rate should be levied from visible property, that is to say from lands and heritages, and that the remaining portion should be supplemented from the Consolidated Fund, which really gathers the taxation of the wealth of the country?—I do not think that there would be much objection to that, if the present system is to be continued by which we are to be obliged to supply Irish and other vagrants that come and settle down amongst us.

6606. That system would not be open to the objection of want of economy in the management?—No; I do not think that it would.

6607. We have an example under police rates, which I believe are economically managed?—Yes; or at least there is a board that watches over the expenditure, and tries to keep it down as much as possible. And the fact that Government gives a fourth, does not tend to increase that expenditure; it seems to have the effect of inducing

nducing counties or burghs to have more officers than they otherwise would have.

6608. Mr. *Crum Ewing.*] Are you a member of the Police Board?—Not now. I have been a member of the police board of the burgh.

6609. Have you been so since the introduction of this system of a grant from Government?—I have only ceased to be a member of the board within these last few months; I was a member for many years.

6610. *Chairman.*] That increase in the police force which you are pointing to, was really an increase, making the police force sufficiently efficient for their purpose?—It tended, I think, to promote efficiency.

6611. It was not an increase that was unnecessary, but an increase that was wanted, and that was only kept back by the parsimony of those who had to pay the rate?—Yes.

6612. Mr. *Orr Ewing.*] But you think that the county probably would not have increased the force, but for the assistance that they received from Government?—I am confident that they would not.

6613. And they would have been more economical in the management, would they not?—The county would not have been so well protected.

6614. The tendency of getting assistance was to make the force more efficient, and therefore to spend more money?—Yes, they did so more willingly.

6615. *Chairman.*] But you do not consider that the expenditure was unnecessary?—I think that it was very beneficial,

6616. And that it was, therefore, truly economical?—Yes.

6617. Mr. *Orr Ewing.*] Therefore, I suppose that if you were getting any money from the Imperial Exchequer for the relief of the poor, the tendency would be to extravagance?—I do not think it; I think they would be just giving *quid pro quo* if the Government were giving too much; I think that the administration of the funds would be just as well attended to under the system of a little assistance being given by the Government, as at the present moment.

6618. Mr. *Crum Ewing.*] What proportion would you propose that the Government should give?—I have never turned my attention to that question.

6619. Mr. *Orr Ewing.*] You think that while, under Government assistance, the parishes might feel inclined to increase the expenditure of the county in the police force, that assistance would not have the same tendency in regard to supporting the poor?—I think that the two cases are entirely different; the one is protection of life and property, and the Government by giving the allowance, creates efficiency in protecting those things; in the other case they give assistance by way of relieving localities from the burden that falls upon them by attending to the wants of the poor.

6620. Do not you think that one of the strongest feelings that animates mankind, is that which leads them to protect life and property?—Yes.

6621. And that therefore the local authorities would necessarily have as strong a force as they thought was necessary for that purpose?—Yes, they would.

6622. But notwithstanding that, you say that they would not have done so without this aid from the Government?—No.

6623. Mr. *Hamilton.*] You think, I suppose, that the wish for economy is as strong as the wish for efficiency?—Yes; in some minds I believe that it is much stronger; if you touch a man's pocket he is at once inclined to object.

6624. Mr. *Orr Ewing.*] Do not you think that in getting the money from other people's pockets that wish for economy is done away with?—I believe that if the local boards were to subscribe three-fourths for the support of the poor, and were to get the remaining fourth from Government, it would not cause them to spend more liberally than they do at present.

6625. You do not think that they would give more to paupers than they do at present?—It might in some instances cause them to be a little more liberal to the deserving poor.

6626. *Chairman.*] That system would bring in the action of the central Government to control the expenditure, and to make particular inquiry as to the mode of its application?—Yes.

6627. Mr. *Orr Ewing.*] You would get a proportion from the Imperial Exchequer, according to what you spent and raised locally, I suppose?—I presume that there would be a rate fixed according to what was necessary for the current year; that Government would pay a certain proportion, and that the rest would be raised by the locality.

6628. Mr. *Crum Ewing.*] You said you had not given much attention to that?—No; but I feel inclined to think that unless some such relief should be given it ought to be a national rate, because it is coming to be oppressive in certain parishes.

6629. *Chairman.*] With regard to the abolition of taxation, and the abolition of all exemptions, I believe that you have something to say on that?—I mentioned that there should be no exemption; all should be obliged to pay down to a certain figure.

6630. All property of whatever kind?—All property of whatever kind; feu duties and ground annuals included.

6631. All buildings, whether Government, militia, or charitable institutions, should pay?—Yes; I do not see why they should be relieved.

6632. Mr. *M'Lagan.*] And with regard to houses below 4*l.*, should they all be made to pay?—Formerly we did exempt those parties under the means and substance, because if they had not an income of 30*l.* it would be hard to make them pay.

6633. You would exempt those still?—Yes.

6634. *Chairman.*] But you would not exempt the proprietors of those houses?—No.

6635. You would exempt no kind of property whatever, as I understand?—None.

6636. Mr. *Orr Ewing.*] Do you always find that a working man lives in a house in proportion to his means?—Well, the more respectable of them do, I believe.

6637. Do you not find that many a man who is earning high wages, but is of profligate habits, lives in a much worse house than a man with small wages and of good habits?—Yes, you will find these cases occurring every now and then. I suppose you have often found two parties having the same income with exactly the same obli-

Mr. *H. C. Gray.*

25 June 1869.

gations, the one family appears well fed and clad, and the other in a constant state of misery.

6638. So that you might, under your system, be relieving from payment of the rate a man in receipt of good pay?—Yes, if you were to revert to means and substance the tenant is not assessed in that case, but only the landlord.

6639. On means and substance the occupier paid as well as the owner, did he not?—Not upon property, he paid upon his income, but it was the landlord only that was assessed upon his property.

6640. *Chairman.*] What is the next point that you have to bring before us?—The abolition of *ex officio* representation. I think that *ex officio* representation, as I have already said, should be abolished, and that mandates should not be extended beyond a twelvemonth at the furthest.

6641. Mr. *Miller.*] Would mandates, given as they are given in railway or gas companies, be a good mode of carrying out the views of the parties, instead of mandates given for a twelvemonth, that is to say, to give a mandate for a meeting, or any adjournment of that meeting, as soon as that was over the mandate falling?—I should prefer that; I think it would prevent some evils of which we complained as arising from the mandate system; but speaking from what I have known in Ayr, we have no cause to complain, because it is seldom or ever that mandates are produced, but I know the working of them, and I have heard the great evil of allowing these mandates to be kept for years.

6642. *Chairman.*] What have you got to say in regard to poorhouses?—Poorhouses were intended as a test, but with us they have lost in great measure this effect. In our union, consisting of 12 parishes, accommodation is provided for 168, but only 150 billets are allocated, the remaining 18 being reserved. When I last visited the house a few weeks ago, there were 119 inmates; a good many are silly, and a great proportion infirm and diseased; more than one-half in this state; the rest are able to do something, but are kept idle, and are supplied with tobacco and other luxuries. The house has been frequently offered where the party had relatives able, but unwilling to assist, in the expectation of course, that the relations would feel so ashamed at the idea of the party going to the house, that they would assist, and thus the parish be relieved of the expense of supporting the party. The condition in which paupers are kept, excites discontent; the expense is very considerable, owing to the great cost of the building and its uphold; too much extravagance in the erection; but I presume that we were just as much to blame as the Board of Supervision for that, because the parishes agreed to the building; but it was an expensive style of building. Then I think that the inmates, so far as able, should be compelled to work.

6643. It has been stated by some witnesses that the increase of the expenditure in this respect of the buildings, is owing to the Board of Supervision exacting a more handsome style of building than is necessary, is that your opinion?—I understand that the Board of Supervision are desirous that accommodation should be provided for a certain number; that they fix the number of billets in the first place, and allocate them among the different parishes, and that they prefer a building of a somewhat handsome appearance, which of course costs considerably more than one of more modest appearance.

6644. Mr. *Hamilton.*] The Board of Supervision do not allocate the beds among the parishes, do they?—No; but they approve of the allocation adopted.

6645. Mr. *Orr Ewing.*] And do they also approve of your plans for the buildings?—Yes.

6646. Do they do anything to induce you to be extravagant in the buildings?—I am not prepared to lay the blame upon the the Board of Supervision; I think that if the parishes stood out they could have lessened that expense.

6647. Did the Board of Supervision make any demand upon you to have an extravagant style of building?—I could not recall, at this date, what they exacted; but I think that they wished to have a handsome style of building.

6648. You say that if the parishes had stood out they might have prevented it; what do you mean by their standing out?—Standing out that they would only erect a building of a certain cost.

6649. Sir *Graham Montgomery.*] How much per bed did your building cost?—I think about 40 *l.* a billet.

6650. That is greatly in excess of the general average, is it not?—I believe it is; each billet allocated formerly, cost 6 *l.*

6651. Mr. *Miller.*] Does that 40 *l.* include your ground, and every thing connected with the building?—Yes, I understand so; and we raised the money by borrowing from an insurance company 10,000 *l.*, scattered over a period of 30 years, to be reduced gradually.

6652. The building contains 168 berths?—Yes.

6653. Sir *Graham Montgomery.*] How many acres of land have you attached to the building?—I could not say, not many; it is very valuable ground; we had difficulty in getting it, and it is just at the very head of the town, and would command a good price.

6654. That probably accounts, to some extent, for the larger cost of building?—Yes.

6655. Sir *David Wedderburn.*] Previous to the erection of poorhouses, were not very considerable allowances paid for providing nurses for helpless paupers outside?—Yes.

6656. And has that been entirely abandoned since the poorhouse was erected?—If we meet with such a case, unless the party has relations that can nurse him, we send him to Kyle Union Poor house. That is an infirmary, in fact, in great measure.

6657. And that would account for the increase in the expense of management to a great extent, I suppose?—No, the inmates in the house, if able to nurse others, are obliged to do that work.

6658. Mr. *Crum Ewing.*] I understand you to say, that the expense of maintaining in the poorhouse was 5 *s.* a week?—Yes; food, fuel, clothing, 3 *s.* 9 *d.*; salaries of officials, 1 *s.* 1 *d.*; medical attendance, 2 *d.*; and the billets in addition, unoccupied, 1 *s.* 3 *d.*

6659. That is considerably higher than in most of the other poorhouses that we have been hearing of; do you not think that it would proceed from so many parishes being united, and from the fact that they have not the same interest in keeping down the expense?—No, it does not arise from that.

6660. How do you account for it?—We have

certain sum to pay every year in reduc-
the sum which the building cost.

1. Mr. *Miller.*] But is that included in the
-No, that is not included in the *5 s.*, for I
ust given the particulars of the *5 s.* But
ve the best of everything, and we give
o, as I have mentioned, to a good many of
you will go up and find them smoking
joying themselves *cum dignitate.*

2. Mr. *Fordyce.*] Is that in the discretion
governor?—No, not in the discretion of
vernor, he takes his instructions from the
ttee; each parish sends so many repre-
ves to the committee.

3. Mr. *Crum Ewing.*] How much may the
o amount to?—I am not aware.

4. Mr. *Miller.*] Have you a classification
house?—No, only this; we have a classifi-
that all intercourse between men and
n is cut off; we have not husband and wife
together.

5. We will take each separately; in the
lace you have the women in one depart-
of the house and the men in the other, and
ercourse between them?—No intercourse
t at meals.

6. Take the men; have you any classifica-
f them?—None.

7. And of the women?—None; we have
rls kept distinct from the grown-up people.
l years ago there was a female sent from
uivox's parish, and she was very obstrepo-
we thought she was insane, and refused to
her in. An inspector was sent down; an
was made, and we were obliged to keep
n. That party has been tried two or three
and sentenced to imprisonment for offences
itted in the house. We are utterly power-
for we have been told by the Board of Su-
ion that the only distinction is between
and insanity, and that we are obliged to
a party not insane, however incorrigible
arty may be.

8. That is to say, according to the system
have, the honest poor are obliged to herd
the rest?—Yes, the honest with the most
loned.

9. And women with illegitimate children,
he like, have to herd with honest women?
s; and prostitutes with disease are brought
sometimes, and it is not found out till they
the house.

0. Have you no means of remedying that
of things?—I understand that we have not;
ouse is there for the reception of paupers
thstanding what their previous characters
have been.

1. With regard to the cleaning of the house,
e women in the house clean it?—Yes.

2. Do they go into the men's department to do
-Yes; but I think in consequence of some-
which occurred some time ago (I allude to
f the inmates having attempted intercourse
one of the women), means are taken now to
nt any mischief in that respect.

3. What means?—The governor sees that
person stands over them at the time that
are engaged cleaning that part of the house.

4. Mr. *M'Lagan.*] You have had prosti-
there, I understand you to say?—We have
n the parties to be labouring under dis-

6675. I want to know whether they were able-bodied?—They were very unwell, but that was the cause of it.

6676. Sir *Graham Montgomery.*] What sort of report did the inspector of the Board of Supervision make of your poorhouse when he visited it?—I think, on the whole, a very favourable one; he only pointed out some trifles, such as I mentioned just now, that a room should be white-washed, a door painted, and some gravel removed.

6677. Mr. *M'Lagan.*] Do you make it a rule that when people become not able-bodied, owing to sickness, your poorhouse shall be a kind of hospital to them?—If they have got no home of their own to go to.

6678. Mr. *Crum Ewing.*] I think you stated that the poorhouse was not a proper test of pauperism?—It cannot be with us.

6679. Do you think that arises from their having better allowances in the house than they would have as out-door paupers?—No; but it does not operate in the same way as it would if the poorhouse were at a distance; it being within the parish, the parties that go in there can see their friends just as if they were in their own houses.

6680. *Chairman.*] And you, having only a limited number of billets in the poorhouse, cannot apply it as a stringent; you have only about 40 billets?—Yes.

6681. And 500 registered poor?—Yes, as a general rule; we seldom or never offer the poorhouse, except we think we are being imposed upon, or that the pauper has relations that would not like to see him there, and that would support him; or if a party is labouring under disease or infirmity, we send him there to be better attended to than he could be otherwise.

6682. Do you agree with Mr. M'Crinble, that it would be desirable to limit the relief of the poor to in-door relief?—I should be sorry to see that; I think there are many deserving poor that are the better with a little relief by way of supplement.

6683. Sir *David Wedderburn.*] Are you aware that while inspectors of the poor are not liable to dismissal by the parochial boards whilst they discharge their duties efficiently, governors and matrons of poorhouses are liable to dismissal without any reason being assigned?—I think there is something of that sort.

6684. Do you think that a good arrangement?—I do not see any great objection to allowing boards to have the power of dismissing their officials, provided they are inefficient or not giving satisfaction, though, I think, sometimes political feeling might creep in, and there might be some kind of persecution which should be guarded against.

6685. Have you ever observed any disinclination in poor law officials to have the number of poor reduced?—No, I think not.

6686. They have never shown any disposition to keep up the number on the idea that their own salaries might be affected?—I have never heard of it.

6687. *Chairman.*] It does not occur to you that there could be such a tendency?—Not with us, according to our management.

6688. Mr. *M'Lagan.*] Have you heard any complaints from the poor of harshness?—I have been

Mr. *H. C. Gray.*

25 June 1869.

been applied to by parties complaining that they have gone to our inspector, and that he has sent them away somewhat harshly, and after investigation I have found that there was no foundation for the complaint.

6689. Mr. *Fordyce.*] Are all your billets in the Kyle combination poorhouse occupied?—So far as Ayr is concerned they are, but so far as some parishes are concerned they are not; all the billets we are entitled to have in this house are occupied, and more than occupied sometimes.

6690. Could you tell me what proportion of the poor in the Kyle combination poorhouse is deserving and what not deserving?—I would not undertake to say that there are any there that are not deserving.

6691. What proportion of them are undeserving, in regard to their moral character?—Generally speaking, with very few exceptions, I have nothing to say about the character of the inmates of the poorhouse, but high praise. It does happen sometimes that certain bad characters get in. I think that the Board of Management should have the power of saying to the local board, "You ought to take this party somewhere else."

6692. Mr. *Armitstead.*] Is it not a mistake to let the poor go out and in just as they like?—Yes, we feel that, for sometimes when the paupers go to visit their friends, they are brought home under the influence of drink, and sometimes they go away altogether.

6693. If you supply them with tobacco, and comfortable lodgings, and good food, of course it must be an inducement to them to apply there, if they have liberty to go out and in?—Quite so.

6694. *Chairman.*] What would you suggest as a remedy?—I think that these luxuries should be the reward of good conduct if given at all.

6695. That is surely in the control of the parochial boards, is it not?—It is, but I think it ought to be part of the general system that the boards should have no discretion at all except on the ground of good conduct.

6696. Sir *Graham Montgomery.*] Have you not printed rules?—We have.

6697. And is it not one of the rules that tobacco is not to be allowed?—No, I am not aware of that. The fact has been brought under the notice of the board, and as a board we have sanctioned it.

6698. Mr. *Orr Ewing.*] And you give some of them some couple of glasses of toddy in the day?—That is under the orders of the medical officer.

6699. Mr. *M'Lagan.*] Are they allowed to carry about matches or fuzees?—No.

6700. How do they get a light for the tobacco?—In the day room.

6701. Sir *Robert Anstruther.*] You have heard the opinion of the inspector as to the chaplain, and the duties performed by him?—Yes.

6702. Do you agree with him?—No, I think the expenditure of 35 *l.* for the chaplain is a mere trifle; I think, however, that the poor would be well attended to by the different ministers in the town, if there were no chaplain.

6703. Mr. *Fordyce.*] Have you a resident chaplain?—Not resident; he visits every day.

6704. Sir *Robert Anstruther.*] Do you agree with the last witness in thinking that in regard to spiritual ministrations, the governor would be qualified to supply them to the paupers in cases?—I do not think in all cases he is; h very well qualified to attend to his own du I think there need be no difficulty in matter.

6705. *Chairman.*] As to pauper lunatics, have you to say?—As regards the lunatics I only very little to say; the expense is very siderable; we pay as much now to support lunatics as we paid for the support of the w of the poor previous to the passing of this and there is an impression amongst us, right wrongly, that there are a great many who a the lunatic asylum that are perfectly harmless, could be maintained at far less cost by put them into private houses.

6706. Mr. *Crum Ewing.*] Can you give u cost per week in the asylums?—I think Lennox mentioned that it varied from 9 *s.* to per head, and we have them boarded out wi a mile or two of Ayr, at a cost of 4 *s.*, the cognisance and approbation of the Lu Board.

6707. *Chairman.*] How is it that you h not more boarded out if they are so economic managed; you have the power of withdraw now lunatics that are incurable and harmless We have the power of withdrawing them the approbation of the resident medical offi I have a case in my mind where we were dea of withdrawing a female, but there were diffi ties, and she is still there; I rather think w they get a lunatic they do not like to disp with him.

6708. The medical officer is the party wh consent you must have?—He must certify the lunatic is safe.

6709. What interest has he to detain a lu tic?—I cannot tell that.

6710. Sir *Graham Montgomery.*] Did ever hear that the reason is that they find t persons very valuable in performing a part of work in the asylum?—No, I have not, b know that there is great difficulty in gettin lunatic out of an asylum that is in it.

6711. *Chairman.*] You find that expendi increasing?—Yes, it is going on increasing.

6712. And you have no means of checking —None whatever, because we have got Board of Lunacy whose officers go round insist upon persons being sent into the asylu

6713. Do you not think that it might be advantage if there were a junction or amalga tion of the two boards, the Board of Supervi and the Lunacy Board?—Yes, their inter would then be one, instead of being antagoni as, to some extent, they are now.

6714. And that might lead to some econo —Yes.

6715. Have you any lunatic or fatuous w in your poorhouse?—No; we have talked of Our accommodation is considered to be somew limited for it; but I think it was a mistak the erection of the Kyle Union, not to have a lunatic ward.

6716. Now you are obliged to send w lunatics you have to asylums?—Yes.

6717. Mr. *Miller.*] To carry out a pr classification of the paupers also, you would h to build it again?—Yes; even if it had bee less costly building, it would still require a siderable sum to give us the extra accommoda which we should need.

6718. *Chairm*

18. *Chairman.*] There is a lunatic asylum being completed in the county of Ayr, is not?—It is now erected, and will be opened e course of a month; but I do not know ner that will give us much relief; we will liged to send our lunatics there, instead of isley and other places.

19. Have you anything to say on the subject e medical relief; is it satisfactory?—I did ear any complaints of that.

20. How many medical men have you?—ave a parochial officer for the parish of Ayr, ie is a different officer from the one that ds to the Kyle Union.

21. Are they both paid by salary?—Yes.

22. There is one annexed to the union poor-, and his services are entirely dedicated to oorhouse?—He is a gentleman in practice, pays so many visits regularly to the Kyle n, and holds himself in readiness to go ever called for.

23. Is he appointed for any period of time? pleasure, I presume.

24. He may be dismissed at any time?—I d think so.

25. Do you think that a satisfactory state of s for the medical profession?—In this par- r case I do not think that there would be reat hardship; the allowance is not so large.

26. Mr. *Miller.*] I suppose your medical r does not object to his position?—We hear mplaint at all; we get on very harmoniously; re satisfied with him and he with us.

27. *Chairman.*] What is the salary he re- s?—I think it is only 30 *l.* or 35 *l.*: but the r of the parish has been in a different posi- We have a dispensary connected with the hospital, and the medical officer resides ; and, in addition to that, has a salary of so paid by the hospital and so much by the chial board; and of course that gives him a er income than he otherwise would have.

28. Do you ever employ medical men to d parties who are not really proper objects lief within the strict letter of the law, but by being relieved in a moment of difficulty illness may be prevented coming perma- y on the poor roll?—We have facilities by h that can be done without putting them on arochial roll.

29. In fact you do afford medical relief to es not strictly paupers?—Yes, quite so; if ne applies to the inspector in such a case he give at once a note to the parochial officer to d to him.

30. Is there any other suggestion that you to make?—I may observe that we have a ber of mortifications for the benefit of the and these were under the management of the l till 1859, when, in consequence of deci- in similar cases against the parish of Lin- w and another parish, the kirk session laim to the management; and, after taking pinion of counsel, namely, the present Lord aple and Mr. Giffard, which was adverse to oard, we were obliged to relinquish manage- , and now the kirk session and magistrates, e case may be, distribute the fund. The sum h we received from that source would be t 250 *l.* a-year, and I have brought here a t to leave with the Committee, giving a outline of these various bequests which, I , according to the fair meaning of the Poor 2.

Law Act of the 8 & 9 Vict. c. 83, s. 52, were clearly intended to be handed over to the management of the parochial board.

6731. Mr. *Miller.*] Did you notice a case the other day decided in the Court of Session, relating to the heritors in Aberdour in Fife, where the parochial board was entitled to claim the fund?—No, I am not aware of that; there was first one decision and then another upon this point, and we framed a memorial which was first I think submitted to Lord Cowan, and after, when the kirk session insisted on their claim, we agreed to submit the matter to these two gentlemen, Mr. Maitland and Mr. Giffard, and the opinion being against us, we had to relinquish the management of the fund.

6732. *Chairman.*] What is the annual amount of money that you have lost by this decision?—Two hundred and fifty pounds a-year.

6733. You lost the whole of that?—Yes; there are certain of these mortifications under the kirk session alone; others under the kirk session and magistrates. As a magistrate I felt it my duty to look a little into the matter; the way that they expend it is to give to parties verging upon pauperism, some of them a guinea, and as high as 5 *l.* a-year.

6734. Sir *David Wedderburn.*] Do you believe that the existence of these mortifications has had any tendency to increase the local pauperism of Ayr?—I do not think that it has, because there are certain parties who, unless they had got a little assistance from the kirk session, in consequence of the existence of these mortifications might have been, perhaps, on our poor-roll.

6735. But where these charities exist it has been found that the local pauperism has been increased, has it not?—I generally find that where there is anything to be got there is a great scramble to get it, and that on the part of some who, one would have supposed, would never have thought of it.

6736. Mr. *M'Lagan.*] You stated that the tenants of houses under 4 *l.* were exempted from rates?—They were till last year; when, in consequence of a decision of the Court of Session finding that parochial boards are not allowed to exempt parties paying a certain rent, but only on the ground of inability, we felt called upon to put these parties on the roll, and now they are assessed.

6737. Before, when you did exempt them, did you make the proprietors pay?—The proprietors paid, and I thought there was no great hardship in that so far, because these proprietors added so much more to the rent, and they recovered the poor rate, whereas now, those parties contribute nothing.

6738. And you made no composition with those proprietors?—No.

6739. Sir *Edward Colebrooke.*] As to the lunatics, you wish that they should be more generally boarded out in the villages?—Yes, where they happen to be harmless sort of creatures; as I understand lunatic asylums are intended to be curative; but after parties have been there a certain time and have reached a certain age, it could be ascertained whether there would be much risk in letting them out.

6740. But before the establishment of these asylums, were not lunatics, on account of the expense, kept in the villages very often till they were past cure?—There were a few such cases,

Mr. *H. C. Gray.*

25 June 1869.

and I believe a great deal too much was made of them; because they happened to find a few solitary cases here and there, they leaped to a general conclusion.

6741. In your neighbourhood there were not many cases under the active influence of the disease?—I have never heard of any complaint arising from these parties being allowed to be treated as they were previous to the institution of this Lunacy Act.

6742. You prefer that system on the score of economy?—Not that alone; I have had communication, myself, from parties whom I think, personally, to be perfectly safe, whose feelings are wounded by being obliged to herd with more outrageous characters.

6743. Sir *David Wedderburn.*] But is there no risk of lunatics boarded out being ill-u and starved, and their allowances embezzled the people that they are boarded with?—I th that there is no risk. Even if those parties w allowed to get out, I should suppose that th would still be a general supervision exerc over them.

6744. Sir *Edward Colebrooke.*] In the c of children boarded out, does the inspecto your parish visit them frequently?—He bound to visit them, and does visit them. Si we have had our Kyle Unión, we do not req to board them out: but I know that forme when we boarded them out, he paid period visits.

6745. *Chairman.*] Is there any other sugg tion which you wish to make?—No.

Mr. Robert Ballingal, called in; and Examined.

Mr. *R. Ballingal.*

6746. *Chairman.*] You are Factor for whom?—For Charles Morrison, Esq., of Islay.

6747. I believe you have been connected with several parochial boards?—I have been a member of 28 parochial boards.

6748. In Fife, Ayr, Renfrew, Inverness, Argyll, and Bute?—Yes, and Dumbarton too, I think.

6749. But, I believe, chiefly in the Western Highlands and the Hebrides?—Yes.

6750. Mr. *Ellice.*] You were the factor to Lord Macdonald, in Skye, during the time of the destitution, were you not?—Immediately after the destitution; I had the closing part of it; I took up the emigration department. After the funds which were subscribed by the public had been exhausted there was a Government emigration scheme instituted, and I had a great deal to do with that.

6751. And latterly you have had charge of large estates in Islay, where there is a very dense population?—Yes.

6752. Now, will you state to the Committee, from your experience in the working of the poor law in the several counties of Argyll, Inverness, and the Hebrides, what you consider to be the principal defects of the present system of the administration of poor-rates?—I consider that the chief defects of the present new Poor Law Act consist in its giving a discretionary power to parochial boards; a parochial board raises a legal rate; it is armed with all the powers of the executive for doing so; it goes to the poorest man in the parish who is able to pay it; it raises this rate, and immediately the rate is collected the parochial board are formed by this piece of legislation into a benevolent society, and they dole out this fund, this legal rate, on their benevolent feelings. I consider that to be the fundamental error in that piece of legislation; I consider that if a legal rate is raised, you ought to lay down some legal method of dispensing that rate.

6753. You do not think that the present regulations by which parochial boards are governed are sufficient for that purpose?—No; I would strike out what I call the benevolent element out of it.

6754. What do you call the benevolent element?—The discretionary power; for I have always found that when I sit at a parochial board the feelings of the members always lean to the benevolent side; I never yet knew of a paroc board who did a harsh thing to a pauper. No hold that if we raise this legal rate, we ough have some method laid down to us for dispen it legally.

6755. Mr. *Armitstead.*] Do you not think they are erring on the right side?—No, I th they are not; I think they are doing wrong.

6756. Mr. *Ellice.*] To do away with that ment of mercy; I suppose you aim at the p house being the sole test of pauperism?—W we have got a system of poorhouses over S land now; I believe that if we were to do a with the poor law altogether, and return the law as it was before 1845, the people wo be morally better than they are to-day; of cou it would be an impossibility now to do that.

6757. Sir *Robert Anstruther.*] If you el nated this benevolent element from your paroc boards, what would remain?—I will state scheme if you wish it. If you wish to k what I consider the faults of this present A can tell them; and if you wish to know wh would substitute for it I can tell you that.

6758. Mr. *Ellice.*] Will you give us y opinion of the present law of settlement?—I is the great grievance of our West Highl Boards; all through the highlands there is v little occupation for the people; there is no tra it is a breeding district (if I may so express and we are inundated with paupers, who go to lowlands for work and return upon us to t birth settlements; that is one of the g grievances of the present law in the West H lands.

6759. What would you propose to substitu —The old Scotch law of settlement, instea that given us by the Act of 1845.

6760. What was the old Scotch law?—Th years' residence instead of five; and I would that the period for acquiring a residential set ment should be the same as the period in wh a pauper loses it. At present a pauper lea Islay or any other district; he resides perh for 40 years in different parishes; it may b years in one parish; but the moment he le that parish in which he has lived for 20 y and lives four years and a day out of it, th years goes for nothing, and he is returned to parish of his birth. I consider that a very g hardship to the West Highlands.

6761. Do you know of any particular cases of rdship or instances of injustice in the operation the present Act?—Rose Sharp or Stewart was e natural daughter of a sailor who came to ay a stranger, and of an Islay woman; she s born in Islay, and taken away by her mother ien three months old; she got married to an shman, and had three daughters. She moved m parish to parish with her husband, chiefly Renfrewshire, maintaining themselves indus-ously, but never five years continuously in one rish. This person at 60 years of age, became urden on an island parish where she had only en as an infant for a few weeks.

6762. Sir *Robert Anstruther.*] Did she become urden on it with her daughters?—I forget ether she brought her daughters with her or t.

6763. Mr. *Hamilton.*] And you do not know what reason she had not acquired a settle-nt?—She had not been continuously five years one parish.

6764. It was not that she had got parochial re-f from any parish; she was actively employed, I understand you?—Yes; but Renfrewshire, some district in the lowlands, had had the nefit of that woman's industry, and she re-rned upon the island parish in which she had ly been for three months.

6765. There are two ways in which she might ve lost the power of acquiring a settlement in a rish, either by not having stayed long enough the parish, or by having got poor relief; you not know which was the case here?—No, I am eaking of the fact that she was so long away, d was returned to Islay, which had never re-ved profit by her industry. I will give you other case. Donald Johnston, a brewer, age born in Kilarrow, leaves it as a young man, ides for 18 years in the parish of Urray; sub-quently elsewhere, but never longer than four ars in any one parish; and thus, after an ab-ce of nearly 40 years he is settled on his birth rish. These are two instances I give you as owing the great hardship of those birth settle-nts.

6766. Mr. *Ellice.*] Do you propose that there uld be any alteration in the law of removal, do you approve of that as it now stands?—I ve always understood that the law of removal s a harsh one. I think that when a pauper ides in a parish, gets married perhaps, and es a series of years in that parish, and has her nily growing up along with her, and her hus-nd's relatives take charge of her, it is a cruel ng that the parish of her birth should have it heir power to bring her back and break all se family ties, merely because she happens to e been born in that parish.

6767. *Chairman.*] Even though it may cost ce as much to keep her in the parish of her dence, as it would to keep her in the parish ner birth?—I am speaking of the cruelty of it, of the economy.

6768. Mr. *Ellice.*] Is there any other protec-n to a parish for imposition but that rule?—I not aware that there is.

6769. Mr. *Fordyce.*] Is that power so often used as to be a great cause of complaint?—As abstract question, I believe that parochial rds are getting into that state now that they glad to do anything to get quit of this bur-of pauperism.

6770. Mr. *Miller.*] Do they do this which you have mentioned?—They do it practically.

6771. In your experience, you know that it is done?—Yes.

6772. *Chairman.*] How would you remedy the evil that you pointed out, of a birth settlement in the case of a party that has acquired no settlement elsewhere?—I should do it in this way: it may be a complicated method, but I do not think it is more complicated than the present system we have of trying to fix a five years' settlement. I would make use of this Board of Supervision; give them an officer whose duty it shall be, or make it the duty of one of the present members of the Board of Supervision, to investigate these settlement cases, and assess upon each parish through which the pauper may have passed, the proportion of the annual expense that is required to keep that pauper up in his old age. I think that that system would be quite as easily carried out as the one by which the parochial boards have so much trouble at present in fixing the residences and times that a pauper has passed from one parish to another.

6773. Supposing that a pauper had passed through 30 parishes, and got no settlement in either of them, and came back to the parish of his birth, would you allocate 1 *s.* a week over these 20 or 30 parishes?—Yes, I would.

6774. Mr. *Hamilton.*] At present, if a pauper gets relief in a parish she is deprived of her right of settlement there; do you object to that too: if a person from Islay had spent two or three years as a pauper in a parish, would you still give her a right to come upon that parish as the parish of her settlement?—No; I say that I would make the period of losing the residence settlement the same period as a person takes to acquire it.

6775. A period of active employment without being a pauper?—A period, I do not say of employment, but of residence.

6776. Then you object to the present system, by which a person going to a parish as a pauper, and getting relief there, cannot get a settlement?—I do not follow you.

6777. You know that if a person comes into a parish and gets relief, by that relief he loses the power of acquiring a settlement in that parish?—Yes.

6778. You object to that; you would let him acquire it?—No; then he is a pauper. I am speaking now of people acquiring settlements who are not paupers.

6779. By industrial residence?—Yes, residential settlement.

6780. *Chairman.*] I am speaking of a case where the pauper has never gained a residential settlement anywhere; you must go back to the parish of birth then?—I realise the difficulty; but I say that the difficulty is not greater than is thrown at present upon the parish of settlement by searching out the residence of a man from one parish to another, and tracing him for 40 years; I think that the difficulty in the one case is not more than it is in the other.

6781. Mr. *Ellice.*] Now we will go to the question of taxation: what do you think as to increasing the area of chargeability in such districts as those you are best acquainted with in such rural districts as Islay or the Hebrides; do you think it would be a good thing to extend the area of chargeability or not?—No, I do not think it would be a good thing to extend the area of

Mr. *R. Ballingal.*

25 June 1869.

chargeability. I can give you my experience in Islay. My first objection to it is that the constitution of the Scotch Poor-law Board just now, under a combination, is this, that there are a fixed number of members sent up by the kirk session (six is the number) from each parish that combines, and the Board of Supervision gives a power of electing ratepayers who have paid their rates, an undefined number. In the case of Islay we had 18 representatives (six from each of the three parishes) from the kirk session, and 15 (five from each parish) from the 1,300 ratepayers; in fact, the 1,300 ratepayers were represented by 15 men, and the Church was represented by 18 men; so that you had, largely, this benevolent element to manage this legal fund. That is a fundamental error in the present constitution of a rural combination; and another objection to it is that a proprietor has no right to sit at a rural combination; he may be asked to pay half the rates in the parish, and does so, but he has no right to come and sit at that board, nor can he give a proxy to sit at that board; he must go down to his own feuars and tenants, and ask to be elected and returned as a member of the board. I think that that is an anomaly and absurdity.

6782. I think you had better illustrate that, because, as far as I understand it, a proprietor might vote in any parish in which he had property as a proprietor?—Not under that new poor law, if you adopt a combination.

6783. Have you had such a rural union in Islay?—Yes.

6784. Does it still exist?—It was broken up; it existed for 20 years, from 1844 to 1867-68. The result was that we commenced with a sixpenny rate, and we reached a maximum, in 1861-62, of 3 *s.* 6 *d.* per pound. The board consisted of 18 kirk-session members and 15 elected members, one inspector, one collector, and three medical men.

6785. Mr. *Miller.*] Had you no owners as members?—If they were elected.

6786. Mr. *Ellice.*] To what do you attribute that large increase in the assessment?—I do not think it proves much, because I find that in parishes that have been worked on the parochial system, the increase of whose rates has been quite as much as it was in Islay under the combination; but if I look at it on the other side, and look at the working of it since the combination dissolved, the results are something like these: that in two parishes there was a saving of 883 *l.*, and in one parish there was a loss of 125 *l.*, showing a gross saving, on the three parishes, of 758 *l.* to the ratepaying community.

6787. After the dissolution of the union, as compared with the time of the union?—Yes; and I account for this economy in the reduced areas by the increased supervision of the ratepayers, and narrower scrutiny on their part. My objection to the combined system was this: that if the parishes A., B., and C. pay into a common fund, the result invariably is that each parish tries to take out more than it pays in.

6788. *Chairman.*] Since the dissolution of the union, what is the constitution of the board in each of those parishes; is there not a change in the constitution, giving a majority in excess of the benevolent element, or rather the other way?—The kirk session has now a right to return six members for a more limited district, but their influence is quite as large in proportion to the population or the ratepayers.

6789. What is the constitution of the board of these three parishes now; how many of the kirk session are there?—Four.

6790. How many proprietors?—I think five.

6791. How many members elected by the ratepayers?—Five.

6792. So that now you have 10 against four, whereas formerly you had 15 to 18?—Yes.

6793. So that do you attribute nothing to that change in the constitution?—No; I think, as I said before, that whatever the constitution of your board is, whether under a parish or whether under a combination, they always lean to the benevolent side. I never knew them do a thing that was cruel to a poor person yet; and that is what I complain of in the constitution of the boards, that they raise this legal rate, and they immediately form themselves into a benevolent society, and they throw away our funds; and the consequence is, that our pauperism increases and rates increase.

6794. But there is a good margin between cruelty and generosity; do not you think that the fact, that in the present constitution of these boards the benevolent element is reduced to four as against 10, as compared with 18 to 15, has had a considerable tendency to reduce the rates?—No, not the slightest.

6795. Mr. *Orr Ewing.*] That has been from the narrowing of the area of management?—And better supervision by the board.

6796. Because of the parties managing the funds belonging to the district itself?—Yes.

6797. Mr. *Ellice.*] Do you think that the poor are worse off under the more economical system than they were under the more expensive system?—Taking the paupers in Islay in 1858, as compared with the paupers in Islay in May of last year, the pauper of 1868 is getting over 30 *s.* a head more than he was in 1858.

6798. And yet your rate is less?—Yes.

6799. *Chairman.*] How do you account for that?—By the improved supervision of the ratepayers; that they each in their little district know the individual circumstances of each pauper, and the consequence is, that there is less imposition; but over a large area; take a county, or take a large island, such as Islay, where a ratepayer lives 30 miles away from a pauper, you cannot expect that that man can know anything about the state of the pauper.

6800. Mr. *Orr Ewing.*] And now you have reduced the number, although treating those who are really poor more liberally?—Yes.

6801. *Chairman.*] How many paupers had you on the roll in 1858, and how many had you in 1868?—We had 573 in 1858, and 474 in 1868; 99 less than in 1858.

6802. And what was the total allowance per head in 1858, and the total allowance in 1868? you talk of 30 *s.*; I want to know what I am to compare that with?—I speak of registered poor in 1858, they got 5 *l.* 10 *s.* 6 *d.*; in 1868, they got 7 *l.* 9 *s.* 6 *d.*

6803. Therefore there are one-fifth less, and they get two-fifths more, how is that?—It arises, as I say, from the intimate knowledge of the members of the parochial board of the state of the paupers, and when that knowledge exists, and they have that discretionary power, of course they are more liberal.

6804. My question points to this; you say that in 1858 you had 500 paupers, at 5 *l.* 10 *s.* 6 *d.* a head, and that in 1868 you had 400 paupers at 7 *l.* 9 *s.* 6 *d.*

. 9*s.* 6*d.*; now if you multiply those two quan-ies in each year, I do not see that you are ing cheaper in 1868 than you were in 1858?—ecause you are not comparing parallel circum-nces. I am speaking of the rate per head that given to each pauper under the parochial sys-m, as against the rate that was allowed under e combination system; and the rate in the rish of it may be A. or B., in fact, the rate over e whole island to each pauper registered, is more -day than it was in 1858.

6805. Then how is it that the total expenditure less because 500 times 5 *l.* is 2,500 *l.*, and 400 nes 7 *l.* is 2,800 *l.*; how are the rates cheapened? By the economy in management.

6806. Do you mean that, having three pectors instead of one, you are yet cheaper your management?—Yes, I do. We had our llector to pay; that money is saved to a great tent. We have not only saved money in the llection of the rate, but we have reduced the owances to our inspector; and, in fact, there s been a general economy exercised in the ma-gement.

6807. Mr. *Ellice.*] Probably you could favour e Committee with a statement in figures, bring-g out these facts that you are now stating?—es, I will furnish that.

6808. Mr. *M'Lagan.*] Is there not an increase the value of property in the last 10 years?—es.

6809. Therefore you have a larger amount of operty to assess?—Yes.

6810. Mr. *Ellice.*] Can you give the account it was under the combination, and then the count as it was after the dissolution of the mbination, showing the number of paupers, d the relief paid to them?—Yes.

6811. *Chairman.*] Will you furnish us with a atement showing the total expenditure for the or in 1858, and in 1868, and the valuation of e property in those two years?—Yes.

6812. Mr. *Ellice.*] Have you anything to say on the rate of pauperism in Scotland, accord-g to the Board of Supervision's Returns?—ne rate of pauperism in Scotland for the year ding May 1868, if we take in registered poor ly and their dependents, is one in 17·62; and we include the casual poor, it reaches one per-n in every 11·1 of our population. The county Argyll exceeds this average for registered or and dependants, being one in 13·13, whilst r casuals and registered the rate is about the me, or one pauper in every 11·96 of her popu-ion. The Highland counties of Ross and verness are rather more favourably contrasted th the average for Scotland, being for the mer one pauper in every 15·73, and for the ter, one in 14·98 on the gross number of poor ieved during the year.

6813. Contrasting the pauperism of the ebrides and the three Highland counties of oss, Inverness, and Argyll, with the rest Scotland, what result do you bring out?—ne pauperism in the Hebrides in proportion to pulation seems to be the smallest in the island Harris, being one in 42·25 of the population lieved during the year 1868, and greatest in the rish of Kilfinichen in the island of Mull, where is one in 6·57, nearly one in each family. In ewis it is one in 28·76; in South Uist, one in ·39; in North Uist, it is one in 21·06; in arra, it is one in 14·; in Skye, it is one in ·79; in small isles, it is one in 15·05; in 0.42. Tyree and Coll, it is one in 22·71; in Mull, it is one in 9·15; in Jura and Colonsay, it is one in 12·2; in Islay, it is one in 11·; in Gigha, it is one in 16·17.

6814. What is the cost of pauperism in those localities as contrasted with the cost in other parts of Scotland?—The average rate paid for paupers in 1868 in Argyll was 5 *l.* 10 *s.* 7 *d.* to each pauper. In Ross and Cromarty, it was 4 *l.* 10 *s.* 11 *d.*; in Inverness, it was 5 *l.* 0 *s.* 9½ *d.*; the general average for Scotland being 4 *l.* 8 *s.* 9 *d.* Then for the islands, South Uist (a Roman Catholic population) pays 3 *l.* 1 *s.* 10 *d.*

6815. *Chairman.*] How do you account for that great difference between 3 *l.* 1 *s.* 10 *d.* for South Uist, and 5 *l.* for Inverness; you say that the population in South Uist is Roman Catholic chiefly; do you attribute anything to that fact?—This is only the cost of pauperism that I am giving.

6816. What is the cause?—I am not prepared to say what the cause is.

6817. Have you the per-centage of paupers to population?—Yes, I have given that; and now I am giving the cost per head in each of the islands; I say that South Uist is 3 *l.* 1 *s.* 10 *d.*; North Uist is 3 *l.* 7 *s.* 8 *d.*; small isles is 3 *l.* 4 *s.* 2 *d.*; Lewis, 3 *l.* 4 *s.* 11¼ *d.*; Tyree and Coll is 4 *l.* 2 *s.* 3 *d.*; Barra is 4 *l.* 6 *s.* 4 *d.*; Harris is 4 *l.* 6 *s.* 6 *d.*; Skye is 4 *l* 6 *s.* 8 *d.*; Mull and Iona is 4 *l.* 7 *s* 3 *d.*; Islay is 5 *l.* 0 *s.* 1 *d.*; Gigha is 5 *l.* 5 *s.* 9 *d.*; Jura and Colonsay is 5 *l.* 10 *s.* 5 *d.*

6818. Mr. *Ellice.*] I believe that in none of those cases is there any poorhouse established?—There is a poorhouse in Skye; there is one that has been in operation in Islay for four years; and a third in Mull.

6819. I want to ask you whether you consider that these people, practically, could live upon the allowances that they receive from parochial boards amounting in many of these cases to about 3 *l.* a year, would that alone be sufficient to provide them with the necessaries of life?—I am not prepared to say how they live; it has been a mystery to me, and it is a mystery to me still.

6820. What I want to know is whether you consider that that 3 *l.* at all represents what is necessary to keep life and body together?—Well, it is hard to say what keeps life and body together.

6821. Do you think that 3 *l.* worth of sustenance for human beings could keep life existing?—In these islands they have other means of existence. Every person, for instance, there has his fuel free; and I consider that a great boon. He has the shore for shell fish, and the sea for white fish.

6822. But we are talking of paupers who are not able-bodied persons?—There is no pauper that I know of who is not able to gather shell-fish on the seashore, and they do so practically, for themselves, or their relatives for them. There is not a pauper in the western islands who is not able to keep his bit of potato ground. And what I complain of is that we make a mockery of these people by giving them these allowances. They would be better without them, and then they would contribute to the general fund of the industry of our nation.

6823. *Chairman.*] Do you mean to say that the great bulk of these people who get these small doles ought not to get anything, and could maintain themselves?—I would adopt a different system altogether from this poor law. I think

Mr. *R. Ballingal.*

25 June 1869.

it is founded on a wrong principle; I will state my plan to you shortly. There is one statement that I should wish to make in connection with these statistics, if I may be allowed, and it is this: the lowest rate per head per annum in the islands is paid by the parish of Stornoway, 2 *l.* 10 *s.* 4 *d.*, and the highest by the parish of Snizort in Skye, 6 *l.* 4 *s.* 6¾ *d.* The average over the whole of the islands assessed upon annual rental for the poor is 16¼ per cent.

6824. Mr. *Ellice.*] Of the gross rental?—The gross annual rental; or 3 *s.* 3 *d.* per 1 *l.*; that is, taking the rental of the whole islands at 100,000 *l.* and the population at 80,000. In Islay, the rate is 12½ per cent. on rental, or an average of 2 *s.* 6 *d.* per pound in the three parishes. If I take the whole agricultural produce (not the rental) of these islands, and divide it by the population, it only gives me 3 *l.* 15 *s.* per head per annum to each individual, supposing we were all living in a state of communism, whilst we are actually paying our paupers 4 *l.* 4 *s.* 3½ *d.* per head, or 9 *s.* 3 *d.* more than would be their actual share, supposing the whole produce of the islands was to be divided amongst the whole population.

6825. Is that on the capital?—The agricultural produce, and there is no other produce that I know of in the Hebrides worth speaking of.

6826. In the agricultural produce, do you include the pastoral?—Yes.

6827. *Chairman.*] Sale of cattle and so on?—Yes; the produce from sale of cattle and everything, the whole result.

6828. Mr. *Ellice.*] You were going on to make a statement about the poor law?—If you will allow me, before doing so, I would explain the evils that arise in my opinion from clergymen and others sitting at the board.

6829. First of all, have you any objection to the constitution of the Board of Supervision, and its power of control over the parochial boards?—I think that the Board of Supervision are the victims of a bad law, as much as parochial boards are; that they have done their duty as far as they could under this bad law.

6830. Then what have you to say to the constitution of the parochial boards?—I would extrude the benevolent element from them entirely; I would strike out the clergyman, because I think that it is derogatory to the high office to which he is called that he should come and distribute a rate that is torn out of the vitals of the people. He may be a distributor of a voluntary fund, but I think it wrong to make him sit as a member of a board to distribute a fund that is put into our hands as a solemn trust for the benefit of the poor by the Legislature.

6831. *Chairman.*] Do you consider that the clergyman is the sole depository of the benevolent element?—I would in this case, because he pays nothing. The Legislature seem to have contemplated, in framing that Act, that it was necessary to have some individual to look after the interests of the poor, and they put in the parish clergyman; and why they put him in, to the exclusion of all other clergymen, I cannot say; but such is the fact, and, ignoring the fact that this fund is one that is paid by people who are next to paupers themselves, I would give to parochial boards the entire power of dealing with cases of application for relief, to the exclusion of the sheriff, for this reason, that the sheriff, the moment that a pauper goes to him and applies for parochial relief, at once grants it. The pauper goes and says, "I am starving." The sheriff asks no more questions, but gives an order upon the parochial board at once. That, I think, is an error. Who are better protectors of the poor than the people who live amongst them, have been brought up amongst them, and know everything in connection with them?

6832. You talk of extruding the benevolent element. You say that you would remove the clergymen in the first instance, and then you would remove the sheriff. You consider that he is a benevolent element also?—I would not give the pauper the power of appeal to the sheriff; you might give him an appeal to the Board of Supervision.

6833. What further remedy would you apply to get rid of this benevolent element, because you do not seem to consider that the clergyman alone represents it, but the board generally?—I think that human nature has it.

6834. How would you exclude it?—I will state that in a moment. I wish first to say, I consider that inspectors ought to be removable by the men who pay them. That is another fallacy in the Act.

6835. You would have them dismissable at the pleasure of the parochial board?—I would have them, like any other servant, dismissable by those who pay them.

6836. Without any leave being asked from the Board of Supervision?—Certainly; I do not think that it was contemplated by the Act; that it should be otherwise, I think is an assumption by the Board of Supervision altogether. Admitting the errors in the principle of a legal rating, but accepting the political necessity that we hear so much about, of adapting and re-modelling our present poor law and system to an improved mode for the management of the poor and the improvement of the morals of the lower classes as well as the better, I would suggest some such scheme as the following: To appoint new or make it imperative on the present, members of the Board of Supervision to give legal advice and aid in settling disputes between parishes and make such decisions binding and final, so as to save our law expenses. I would strike out the 76th section from the present new Poor Law Act the effect of which will be to enable a person to acquire a residential settlement in the same period as that in which at present it is lost. The period of gaining a settlement should be altered to the time of the old Scotch law, three years, instead of, as at present, five years, and a residential settlement, once acquired, should not be forfeited. I would propose that the 37th section be altered making gross rental the basis of charge under a universal deduction of 5 per cent. I would assimilate the law of settlement over Great Britain and Ireland, so that Scotch residents should be put on the same footing as Irish. I would impose upon parochial boards, or anybody dispensing a legal rate, some legal method of doing so, in fact, abrogate the discretionary power presently in the hands of parochial boards, and make it illegal to grant relief from this compulsory rate otherwise than in a strictly-conducted poor house; I would propose that the whole burden of supporting (in the meantime) lunatic paupers be accepted by the Government, and the expense be defrayed out of the national funds, with the view of ultimately applying the same rule to permanent

manently disabled poor persons; it being
nifest that with these two classes, lunatics and
manently disabled poor, you can draw a hard
fast line as to the class that they belong to;
know the demarcation there. I can under-
nd a man imposing upon me by pretending
he is poor; but I cannot understand a man im-
ing upon me by attempting to be a lunatic or by
bling himself; I would not, as a first step,
pose putting any other than lunatics on the
ional funds, because I believe that an enor-
is relief would in a very few years accrue to
local boards from their present burden of
perism, by restricting their discretionary
vers in the manner which I have recommended;
ould exclude what I denominate the benevo-
t element from the constitution of our parochial
rds, viz., the clergy and the kirk session In
ing so, I mean no disrespect to that body as a
s; on the contrary, I have the highest re-
ct for the clergy, and still more so for those lay-
n who compose their sessions; but I consider it
derogation of the high vocation to which the
rgy are called, to make them participators in
acts of the corporate body composing the
ochial board, and who are empowered by the
gislature to uplift a legal rate from contribu-
s, who, in every instance, are unwilling to pay
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t element into the working of a modern poor
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e of clothing, shelter and food within a strictly
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ir liberty, and exert themselves for their own
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the benevolent would be appealed to, and I
e yet to learn that benevolence would be
ealed to in vain. The clergy would, by such
cheme, be at once placed in their true posi-
n; the contributors to a voluntary fund would
nce become its distributors; and a safe outlet
uld be got for that widely-diffused spirit of
rity and kindness which loves to dispose of
abundance, and an opening would be given to
t feeling of gratitude so deeply rooted in the
man breast, but both of which elements are
roughly destroyed by the action of our
sent poor laws. I look upon this delusion,
s fallacy, of the Legislature endeavouring to
x up benevolence with a legal rate, this giving
a legal right for support to the dissolute, the
emperate, and the idle, as the key to the
ole mystery of the increasing pauperism in
otland, as well as in England. It is at the root
the great bulk of our increased immorality in
h town and country; it is the grand incentive,
an indirect way, to those strikes that have so
eply injured the iron, the coal, the mason, and
pbuilding trades. It is at the root of the
er helplessness and inability of your clergy,
ur churches, and your city missionaries, to
e with the moral evils it has engendered.
ere the discretionary power done away with in
pensing the legal rate, clergymen of all deno-
nations would at once commence dispensing
t benevolent fund; and it requires no legal
ovision at all for that. I attribute these
ikes, I attribute the whole moral degradation,
ttribute our great increase of intemperance,

to this poor law, because I hold that if you give a man the means put it in his power, and give him the right to throw his family and his children upon his industrious neighbours, you at once give an encouragement to intemperance. And I think that most of the witnesses who have gone before me have, on this point, mistaken the cause for the effect.

Mr. *R. Ballingal.*

25 June 1869.

6837. Mr. *Ellice.*] Then, as I gather your opinion, you are quite against any poor law at all?—Excepting for lunatics and permanently disabled people.

6838. That is practically, is it not, the present law of Scotland?—Quite so; but the present law unfortunately mixes up this element that I would strike out. It gives me the power, as a member of a parochial board, to dole out these funds and these legal rates as a man of benevolent feelings.

6839. Only to permanently disabled people?—No; I have a discretionary power to give it to all and sundry, excepting the able-bodied; and even these able-bodied are occasionally relieved.

6840. *Chairman.*] But how could you lay down a rule in an Act of Parliament to state who should be relieved and who should not, according to your theory?—By taking a lunatic as being admissible, and taking a permanently disabled person as being admissible; and I would treat them as kindly as possible.

6841. But how would you define a permanently disabled person; how could you draw a definition in an Act of Parliament without leaving a great amount of discretion to the good sense of the board?—That is a detail that I do not pretend to go into; that is a question for a medical man. I think that the great error of this law, as I said before, is that it gives a discretion. There should be no discretion; there should be some special method laid down by which this man should be relieved, and no other method should be legal.

6842. Will you point out the method by which you would do that in your own mind; if you were to draw an Act, what rule would you lay down to guide the parochial board in dealing out the rates?—That they should receive as pauper lunatics, unless they can get them thrown on Government, and that a permanently disabled person with a doctor's certificate be admissible on the poors-rate.

6843. Mr. *M'Lagan.*] I gather from a former part of your evidence that the best judges of the poor are those who live among them?—Yes.

6844. Do not you think that it would be better to give a discretionary power to those who know them best than to lay down a fixed rule?—This fixed law only applies to the application of the legal rate; it does not apply to my feelings as an individual. My feelings, as a benevolent man, may lead me to give 10 times the amount of my legal rate; but I object to this principle whereby you come and take from me out of my pocket this poors-rate, and when once you get it you convert the board into a benevolent board.

6845. Then I understand that it is to be this, that you would limit the amount of the rate to be levied in each parish; is that it?—I would lay down a rule as to how that rate is to be spent, as to who is to get it, and how it is to be applied; you may make it a rule that it shall be spent in the poorhouse if you please, or in some particular way.

6846. And you say that the Board of Supervision is to do that?—No, the local board.

Mr. *R. Ballingal.*

25 June 1869.

6847. You would give a discretionary power to the local board in that case?—No. Let the law say who are to be considered as paupers, and the way in which the pauper shall receive his share of the legal rate.

6848. But the law says that already, does it not?—No; it gives me a discretionary power to give out-door relief.

6849. Then you would have no out-door paupers?—I would have no out-door legal relief.

6850. *Chairman.*] With regard to your suggestion, that the 76th section of the Act should be repealed, are you aware that the settlement was formerly such as you suggest it should be, three years' industrial residence, and not lost by any subsequent act of a pauper, and that that law was found to work injuriously?—I am not aware that it was found to work injuriously before 1845.

6851. I think the state of things was, that if a pauper had once acquired an industrial settlement, he could not lose it, unless he had acquired another industrial settlement; that is the law that you want to go back to?—Yes.

6852. But that was repealed because it was found to work badly?—It was repealed, but on because this new poor law was looked upon as sort of necessity at the time.

6853. Was it not repealed because that sta of the law gave great advantage to the Irish acquiring settlements in Scotland, and when y could never get quit of them?—But along wi my scheme, I propose to assimilate the law settlement in the three kingdoms.

6854. Mr. *Ellice.*] Is there only that one co bination that you have spoken of?—In the ca of rural parishes, I wish to say that the consti tion in burghal parishes, such as the parishes Glasgow, Barony, and Paisley, for instance, not the same as in rural parishes. Where I ha sat at parochial boards, all heritors over 20*l.* ha a right to sit.

6855. *Chairman.*] In suburban parishes, b not in purely urban parishes; section 17 of t Act directs how the management of the poor burghal parishes or combinations are to be co stituted?—Yes.

6856. Where it is a parish partly urban a partly suburban there the constitution is rura —Yes.

Tuesday, 29th June 1869.

MEMBERS PRESENT:

Mr. Anderson.
Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. Fordyce.
Mr. John Hamilton.
Mr. Loch.
Mr. Mackintosh.
Mr. McLagan.
Mr. Miller.
Mr. Arthur Peel.
Sir David Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., IN THE CHAIR.

Mr. JAMES BETT, called in; and Examined.

Mr. *J. Bett.* 29 June 1869.

6857. *Chairman.*] I BELIEVE you are factor for the Earl of Breadalbane for his Argyleshire estates?—Yes.

6858. And you are a member of several parochial boards?—Yes, of six.

6859. Glenorchy and Innishail, Ardchattan and Muckairn, Kilchrenan and Dalavich, Kilmore and Kilbride, Kilninver and Kilmelfort, and Kilbrandon and Kilchattan?—Yes.

6860. How long have you been a member of these boards?—For the last seven years.

6861. You are Chairman, I believe, of the last two, Kilninver and Kilbrandon?—Yes.

6862. How long have you been Chairman?—I have been Chairman in one case seven years, and the other four.

6863. And you are Vice-chairman of the Lorn Combination Poor-house?—Yes.

6864. In those capacities I presume that you have given a good deal of attention to the administration of the Poor Law?—Yes.

6865. The Lorn Combination Poor-house is used by all these six parishes?—Yes; to a small extent by some of them, and to a considerable extent by some others.

6866. How many billets are there in the poor-house?—Two hundred and thirty-six.

6867. The poor-house is at Oban?—Yes.

6868. Is it equally distributed amongst these parishes?—Not equally distributed; each has its proportion.

6869. In proportion, I presume, to the number of paupers in those several parishes?—In proportion to the amount subscribed for the original cost of the house.

6870. Can you give us the particulars of each parish; how many billets there are for them?—I cannot at present.

6871. There is another parish, I believe, besides the six named which is joined to this combination?—Yes, the parish of Lismore and Appin.

6872. There are seven therefore altogether in the combination?—Yes.

6873. I believe that you have had experience of the working of the Poor Law from 1849 downwards?—Yes.

6874. Had you any knowledge of the working of the Poor Law before the Act of 1845?—No, I had very little at that time; I lived then in a parish that supported its poor by voluntary assessment, and that continues to do so to this day, the parish of Lundie and Fowlis in Forfarshire.

6875. Is that a large parish?—No, not very large; rather a small parish.

6876. Has it never come under the legal assessment under the Act?—No.

6877. Have you any knowledge of how the paupers are managed in that parish—No; I know little or nothing about it now.

6878. What is your opinion of the result of the Poor Law on the poorer classes?—Well, it has not benefited, I think, the poorer classes; rather the reverse.

6879. And how has it affected the actual paupers who come under its administration?—Well, I consider that they are probably as well cared for, but not better, than they were under the old law.

6880. You mean that they get much about the same allowances now as they used to?—Very much the same; the money seems a little larger in amount, but I do not think that they can purchase more with it than they did with the amount of money that they got under the old law.

6881. Mr. *Orr Ewing.*] Is that because money is of less value?—I think so.

6882. Mr. *Armitstead.*] Do not you think that they are better cared for now?—I do not think that they are.

6883. Mr. *Orr Ewing.*] Then it is not from any bad working of the law, but because the purchasing power of money is less than it was, that they are not better off now than they were formerly?—If I understand the question, I think that they are no better cared for than they were. They get no higher allowance; the sum seems larger, but it goes no further than it did before.

6884. I wish you to account for the fact that it does not go further?—Simply because the articles that they require to purchase are more expensive and money is of less value.

6885. It is through no fault of the law?—No.

6886. Mr. *Cameron.*] I suppose that you admit that there is some advantage now in the certainty

Mr. *J. Bett.*

29 June 1869.

certainty of obtaining relief as compared with the uncertainty under the former law?—Yes; I am quite prepared to admit that.

6887. *Chairman.*] In what way has the Poor Law had an injurious effect, then, on the poorer classes?—Simply because it prevents their exerting themselves to the same extent as they would if there had been no Poor Law, and no provision made for them.

6888. That is to say, that the certainty of relief which they hold there discourages the providence which they used to exhibit formerly?—Quite so.

6889. And that renders the poorer classes less provident, and less careful of their own means?—It does.

6890. Have the paupers increased in the parishes with which you have been connected?—No; they have rather been decreasing. Generally, in country parishes the paupers have been increasing, or, at any rate, they have not decreased in proportion to the population; but in the parishes with which I am connected, simply because we have got the poor-house, they have been decreasing.

7891. You mean that in country parishes where there is no poor-house the paupers have increased?—They have increased in many of them; at any rate, they have not decreased in proportion to the population.

6892. Mr. *Cameron.*] Has the population decreased considerably?—Considerably in the country parishes; in some, to a smaller extent than in others.

6893. *Chairman.*] You are speaking of Highland parishes?—Yes.

6894. You say that the poor-house in your combination has had the effect of diminishing the number of paupers?—Yes, it has.

6895. Will you tell the Committee in what way that has been effected?—I can show the effect in the different parishes. In the parish of Kilmore and Kilbride, for instance, where indoor relief is the rule and out-door relief the exception, taking the paupers on the roll and the dependents, they have decreased in the last 10 years 67 per cent.; and I may say that the bulk of the decrease has occurred since the opening of the poor-house; that is seven years ago.

6896. Mr. *Cameron.*] And what is the decrease in population in the same period?—The decrease in the population in the same period is 5 per cent.

6897. Mr. *Loch.*] Can you give us the actual figures?—The population in 1851 was 3,131, and in 1861, 2,962. The paupers on the roll in 1859 were 194, and in 1868, 63.

6898. Can you state how many of those 63 appear in the poor-house, and how many out?—No, I cannot state that now.

6899. Mr. *Orr Ewing.*] You give no out-door relief at present?—Except in cases certified by the doctor not to be proper cases, to be sent to the poor-house.

6900. But, as a rule, you give no out-door relief?—No.

6901. *Chairman.*] Kilmore and Kilbride is the joint parish in which the town of Oban stands?—Yes.

6902. Mr. *Orr Ewing.*] Do you think that by using the test of the poor-house as you do, it is injurious to any class of the poor?—No, I have not found it to be so.

6903. They do not complain?—Yes, they complain.

6904. Do some people that are really entitled to parochial relief, because of their dislike to the poor-house, live in a state of vagrancy rather than go into the poor-house?—No; we have a very small amount of vagrancy there.

6905. Mr. *Loch.*] Does this population include the town of Oban?—Yes.

6906. But has not Oban been increasing in population?—Yes; but the rural population round has decreased.

6907. *Chairman.*] Then, practically, the parties who have been struck off the roll by this stricter application of the poor-house test, have become industrious members of the community and have supported themselves?—They have.

6908. And were, in fact, not proper objects of relief?—Just so.

6909. Mr. *Armitstead.*] That was brought about by the test of the poor-house?—It was.

6910. *Chairman.*] And, in you experience, no real hardship has been inflicted?—I have seen none.

6911. Has it tended to raise the character of that class of people, to make them more independent and more provident?—I have not the slightest doubt of it.

6912. Has there been any relaxation recently in the application of the poor-house test?—Not in the parish of Kilmore; at least, not to any extent.

6913. But in any of the parishes connected with the combination has there?—Yes; I was going to say that the next parish in which the test has been applied to a considerable extent is the parish of Kilbrandon and Kilchattan.

6914. What has been the result there?—The result there also has been a large reduction in the pauperism.

6915. Mr. *Loch.*] Can you give the figures in the same way there?—Yes. The population in 1851 was 2,375, and in 1861, 1,859. The paupers in 1859 were 145, and in 1868, 80; a decrease, I think, of 52½ per cent.

6916. Could you give the Committee any information as to the amount of rates of those two parishes in 1859 and 1868?—No; I am not prepared to do that at present.

6917. *Chairman.*] In that last parish is there not any relaxation of the poor-house test?—Yes, there is; I have taken it down to 1868. That includes a period of two years in which the relaxation has taken place.

6918. Can you give us any facts as to the effect of that relaxation?—I cannot give you figures, but generally the result.

6919. When was there any relaxation?—Two years ago; in the beginning of 1867.

6920. How did it come about that there was that relaxation; was there a change in the administration?—Well, it was a party at the Board principally the parish clergyman, I may mention.

6921. At his instance the poor-house test was relaxed?—Yes.

6922. What was the result?—The result was an immediate increase of pauperism.

6923. A sensible increase?—Yes; I am sorry I cannot give the figures.

6924. But was it a material increase?—It was certainly.

6925. And have they resumed a more stringent application of the test of the poor-house since?—Yes.

6926. And has it been attended with good results?—It has only been resumed lately, so that I can scarcely speak as to the results yet.

6927. Do you know any facts regarding the ther parishes, as to the test of the poorhouse?—es; the next is a parish in which the test has een applied to a smaller extent than the two revious, the parish of Kilninver and Kilmelfort. t has there been applied to a slight extent. The opulation has increased in this parish (the only arish in which it has increased) about 12 per ent.

6928. Have you the figures?—Yes; in 1851 ie population was 714, and in 1861, 800; the aupers in 1859 were 60, and in 1868, 54, so at while the population has increased in this arish, the paupers have decreased to a small xtent.

6929. But the test, as I understand you, has ot been so stringently applied there as in the her parishes?—Not nearly so stringently.

6930. Mr. *Cameron.*] I suppose you can state, all events, the present rate of assessment in the arish of Kilmore and Kilbride?—There is a assification there; it is altogether 1*s.* 4*d.*, I ink.

6931. Mr. *Orr Ewing.*] Is that upon tenant nd owner; is that the whole?—That is the hole.

6932. *Chairman.*] With regard to the other arishes, will you give us the facts you have?—n the parish of Glenorchy and Innishail, where e test has scarcely been applied at all (indeed may say, it is not applied), the population has creased about 10 per cent., and the paupers ave decreased only about 4 per cent. The opulation in 1851 was 1,450, and in 1861, 307. The paupers in 1859 were 93, and in 868, 89.

6933. Mr. *Loch.*] And there you say the oorhouse test has been applied hardly at all?—carcely at all.

6934. Mr. *Cameron.*] Does that number of aupers include dependents? — Yes; all the umbers that I have given include dependents.

6935. Mr. *Orr Ewing.*] What is the assess-ent in that last parish?—One shilling and six-ence; then in the parish of Kilchrennan, the opulation has decreased about 21 per cent., and e paupers have increased 1½ per cent.

6936. *Chairman.*] Is the poorhouse test ap-ied there?—Scarcely at all applied; the popu-tion in 1851 was 776, and in 1861, 615. The aupers in 1859 were 62, and in 1868, 63.

6937. Are there any special circumstances out that parish to account for this increase, ther than decrease of pauperism?—No, there is thing special at all.

6938. Nothing except the fact that the poor-use test was not applied?—Quite so.

6939. Mr. *Cameron.*] What is the per-centage paupers to the population; have you that?—that particular parish, I think, there is one auper to every nine of the population, that is, king in paupers and dependents.

6940. *Chairman.*] These numbers that you ve given of the paupers include the depen-nts?—Yes.

6941. You count each dependent as one?—es; it comes to very much the same thing, wever, whether you take the paupers without e dependents or with them.

6942. What are the rates in that parish of ilchrennan?—One shilling and sixpence.

6943. Mr. *Orr Ewing.*] Are you giving these sessments from memory, or have you a note of 0.42. them?—I am giving the assessments from memory, but I remember them pretty well.

6944. *Chairman.*] And in Ardchattan what are the figures?—In Ardchattan the population has decreased about 9 per cent. In 1851 the population was 2,313, and in 1861, 2,110; the paupers in 1859 were 165, and in 1868, 184.

6945. No poorhouse test being applied there?—None.

6946. With regard to Lismore and Appin, can you give us the same figures?—No, I cannot give the figures as to that; I am not a member of the board there.

6947. What is the cost of the poor in the poorhouse per head per week?—It varies; at present I think it is 4½ *d.* a day.

6948. That includes everything, I suppose, except building charges?—No, that is the maintenance alone, not the salaries of officials, or anything of that sort.

6949. Can you give us the figures?—No.

6950. With regard to those who are sent to the poorhouse, are they well fed and taken care of?—Very well, indeed.

6951. Are they contented there?—I believe they are.

6952. Do you find that the paupers have a dislike to going into the poorhouse?—Yes, most of them have; the really poor, I believe, do not object so much to it as those who are poor when they ought not to be.

6953. Then may I interpret your statement to be this, that those who are really deserving poor and really requiring relief, are not unwilling to take it in the poorhouse?—They are not.

6954. It is only the undeserving and those who only get relief because they want to supplement their own idleness who are the parties that do not wish to go into the poor house?—Yes.

6955. Mr. *Loch.*] How many have you in the poorhouse altogether?—Fifty-five.

6956. Mr. *Ellice.*] Did I rightly understand you to say that on the part of the deserving hard working poor, there was no disinclination to go into the poorhouse?—There may be disinclination to go into the poorhouse in some cases, but, generally speaking, I have found that there is not nearly the disinclination among that class of paupers that there is among the class that are unwilling to work and unwilling to do anything for themselves.

6957. They are not paupers if they can work, are they?—They may be able to do a little, but they will not.

6958. Mr. *Orr Ewing.*] Therefore, you do not require to offer such people as that the poorhouse, because you can refuse them relief if they are able-bodied?—But they are not able-bodied; perhaps they may be able to do a little, but they will not do any.

6959. Mr. *Ellice.*] With what particular poorhouse are you connected in the Highlands?—The Lorn Combination Poorhouse.

6960. And it is with regard to that that you speak?—Yes.

6961. Do you speak from any other experience?—No; not as to poorhouses.

6962. Mr. *Fordyce.*] Is there any classification of paupers in that poorhouse?—No.

6963. Do not you think that a strict application of the poorhouse test has a tendency to increase vagrancy very much?—We have not found it so in that particular district.

6943. How do you account for the great in-

Mr. *J. Bett.*

29 June 1869.

crease of vagrancy in Argyleshire?—I do not think that vagrancy has increased so much in Argyleshire as has been stated by some people.

6965. How do these people who are offered the poorhouse and refuse it get a living?—Well, it would be very difficult to say. It is difficult to know how some of them live, but that they do live, and that they live as well as they did before, I have no doubt.

6966. It is quite possible that some of them may get a living by begging, is it not?—I do not think many of them do.

6967. I see by Colonel Kinloch's return for Argyleshire, in 1868, that the number of vagrants had increased there by 2,000 over the last return; can you account for that?—No.

6968. You do not think that it is owing to the administration of the poorhouse?—No; and if vagrancy has increased to that extent, I cannot suppose the vagrants belong to the county; they must come from elsewhere.

6969. Mr. *Ellice.*] You heard the evidence given here at our last sitting; how can a pauper live upon the produce of the allowance from the parochial board without begging?—That I cannot tell you.

6970. Can he live upon the 3 *l.* or 3 *l.* 10 *s.* that we find is allowed him by the parochial board?—In a great many cases I should say the paupers were not able to do so.

6971. But in any case is it possible for a human being to live upon the produce of 3 *l.* 10 *s.*?—It would be difficult to say how they manage to do it, but they do it.

6972. If they do it and cannot work for themselves, does it not follow that it must be by means of what they can beg or get from their neighbours?—If they cannot live upon it, they must have it supplemented in some way; in what way I cannot tell you.

6973. Mr. *Cameron.*] This 3 *l.* 10 *s.* does not include everything in your district?—No, and the allowance is much more than that; it is 6 *l.* 10 *s.* for the outdoor allowance where I live.

6974. That 3 *l.* 10 *s.* is in meal chiefly?—We give it mostly in money.

6975. Sir *David Wedderburn.*] Are there many sick and infirm in your poorhouse?—Very few; infirm there are, but not sick, not persons requiring to be sent to hospital, I mean.

6976. *Chairman.*] What do you do with those who do require medical attendance?—We have a regular medical attendant.

6977. I mean have you any infirmary?—There is an hospital attached to the poorhouse.

6978. Sir *David Wedderburn.*] Do the inmates of the poorhouse act as nurses to those that are infirm?—Yes; in those cases they do.

6979. Have you any hired nurses?—I think we have just two in the poorhouse.

6980. *Chairman.*] Can you give us the salaries of the various officials in the poorhouse?—No; I could not from memory.

6981. What has been the effect upon the rates in the parish, we will say, of Kilmore and Kilbride, where there is a large reduction of paupers?—It is reduced very much. The rate in 1859, I have not, but I can give you the result. In 1859, the expenditure upon the poor was 2,008*l.* 19*s.* 6*d.*; and in 1868 it was 1,055*l.* 6*s.* 10½*d.*

6982. Do you find the paupers, as a class, difficult to deal with; more difficult than formerly?—Yes; they are more difficult to deal with than formerly.

6983. On what account?—It would be difficult to say why; I think it is because they are now entitled to demand relief, whereas, under the old law, they were not.

6984. Then, they are less easily satisfied with what is done for them, in consequence?—They are.

6985. Mr. *Orr Ewing.*] Had you the same inspector in 1868 that you had in 1859?—Yes, in some of the parishes.

6986. But in the parish that you mentioned just now; Kilmore and Kilbride?—Yes; I think that he just became inspector at the time that I quoted, 1859.

6987. I believe that your inspector is a very intelligent, energetic man?—Very much so.

6988. Do you attribute anything to his carefulness and energy in the great reduction of the poor rates?—I do not think so; I think that the application of the poorhouse test accounts for the whole.

6989. Was it at his suggestion that that was carried out?—It was partly; he quite agreed to its being carried out. But there are intelligent members of the board there; that board is very well managed.

6990. *Chairman.*] Are you, then, inclined to recommend that the relief to the pauper should only be given in-doors?—Yes; from my experience.

6991. Would you abolish altogether the out-door relief, or would you allow it in certain cases?—Well, unless you make it compulsory, it is very difficult to get parochial boards, as at present constituted, to carry out the law.

6992. They have already done so in Oban?—In Oban alone.

6993. That is the only case that you are aware of?—The only case that I am aware of.

6994. Have they reduced it altogether to in-door relief there, or are there a few cases of out-door relief?—There always will be cases that are not proper cases for the poorhouse; in those cases they give out-door relief.

6995. What class of cases are those that you consider not fit for the poor-house?—Cases of sickness, and cases where the application is for temporary relief.

6996. Probably an application for the prevention of pauperism, rather than for the relief of pauperism?—Well, I can hardly call it the prevention of pauperism, because if you give relief at all you make the person a pauper; and I always find that where a person gets relief once or twice, that person becomes a pauper ultimately.

6997. Mr. *Cameron.*] If in-door relief was made compulsory you would require to send all these cases that you have just mentioned to the poorhouse?—Yes.

6998. Mr. *Fordyce.*] Do you think that respectable widows with children should be compelled to go to the poorhouse?—But they will not go to the poor-house if they have any other means of living.

6999. You would compel them?—I would not compel them; I would offer them the poorhouse.

7000. Mr. *Ellice.*] You would refuse the relief if they did not accept the poorhouse?—Yes.

7001. *Chairman.*] Have you many widows with children in your district?—Yes.

7002. And deserted wives?—Not many of that ass.

7003. And women with illegitimate children?—Not many.

7004. Do you find any difficulty in dealing th those cases?—Yes, great difficulty; because u often punish the wrong party; you punish a oman with an illegitimate child, when you ought punish the father of the child.

7005. Have you any suggestion to make on at head?—It is a very difficult question to deal th; I am not prepared to make any suggestion it.

7006. Would you be inclined to suggest what s been already suggested to us, that dealing th the supposed father should be made a criminal atter?—Yes, if he were discovered.

7007. Mr. *Fordyce.*] Have you many children your poorhouse?—No; we keep as few in the orhouse as possible; only about four or five.

7008. What provision have you for their edution?—There is a teacher in the poorhouse at esent; he is a pauper himself in the house, and aches the children.

7009. *Chairman.*] Do you board out children?—Some; but we have not many children at all.

7010. Mr. *Fordyce.*] Are these children in the orhouse mostly deserted children?—Yes.

7011. Mr. *Cameron.*] Have you many inmates om other parishes in the combination?—There e paupers from all the parishes.

7012. *Chairman.*] You say that there are 236 lets?—Yes.

7013. How many are occupied at present?—fty-five only.

7014. Mr. *Loch.*] Then a large number of these ople getting relief must be receiving out-door lief?—Yes, the greatest number.

7015. Mr. *Ellice.*] Can you state at all the otive that induced the parochial boards in these her parishes not to apply the workhouse test so gorously?—No, I really could not state the otive.

7016. Mr. *Loch.*] You say that in Glenorchy, ving for a time ceased to apply it so rigorously, ey are going back to the more rigorous applicaon of it?—It was in Kilbrandon.

7017. That was in consequence of finding the crease of pauperism that took place in consequence of their ceasing to apply the test as they d previously done?—The test there was strictly plied for a time, and pauperism decreased at ce considerably; there was a relaxation, and mediately pauperism increased; and now they e going back again to the stricter application of e test.

7018. *Chairman.*] You mentioned in that case e relaxation was chiefly owing to the minister the parish, who was a member of the board?—es.

7019. How has that operated in other parishes, ve you found it a tendency on the part of the nisters to endeavour to have the money spent ely amongst the paupers?—I have; they are e worst members of the parochial boards.

7020. Mr. *Orr Ewing.*] From being more nevolent than others?—No, I do not know that is from being more benevolent; endeavouring be more popular.

7021. But their popularity is gained by being re benevolent?—No, I do not think that it is being more benevolent, but by spending money re liberally.

7022. Is not spending money liberally sometimes called benevolence?—Sometimes miscalled so.

7023. *Chairman.*] Sometimes spending much money upon these people does them more harm than good?—Yes, a great deal more harm than good.

7024. I presume that you would recommend that the minister should not be an *ex officio* member of the board?—No, he should not.

7025. You would leave him to be elected by the ratepayers?—Yes; and, if a good man, he would be.

7026. None of these ministers pay rates?—None of the parochial clergy pay rates.

7027. Mr. *Orr Ewing.*] How many members are there on the boards where the ministers are the worst men?—That applies to all the parishes.

7028. How many are there in that case to which you alluded?—In the parish of Kilbrandon, I think it is 16 members.

7029. Do you mean to tell us that one member on that board influences the 16?—No; but in the case that I refer to, he influenced the majority. And I may mention that in that particular parish the representatives of the ratepayers are, in one or two cases, related to half the paupers in the parish, so that it does not require much influence to make them go over to the views of the minister.

7030. Mr. *Loch.*] In what position are those persons who are related to the paupers?—Small farmers.

7031. Mr. *Cameron.*] Do the members attend pretty regularly?—Yes, some of them do.

7032. Mr. *Orr Ewing.*] Do you mean that there are only 16 proprietors, persons having 20*l.* and upwards of rental in that particular parish?—There are only five in that particular parish.

7033. And the others are elected?—Yes, and the minister and two of his elders.

7034. Mr. *Armitstead.*] I suppose that the elders generally support the minister?—In that case we have only had one elder out of the two sitting at the board; but I have no doubt that they would support their minister.

7035. Mr. *Orr Ewing.*] But I fancy that in Oban the number of proprietors of 20*l.* must be much greater?—Yes, there are 34 members of the board there.

7036. *Chairman.*] And that is the parish in which your paupers are best managed?—Yes.

7037. Mr. *Orr Ewing.*] "Best managed" by means of enforcing the poorhouse most rigidly?—Yes; that has lessened the number of the paupers and decreased the expenditure.

7038. You think that the less money expended upon a parish the better the management it shows?—I do.

7039. You would make it a test of good management, the less the money that was expended?—Yes, it is a test of good management.

7040. Might not the paupers have a very different opinion from that?—Quite likely that some of them may.

7041. You are speaking from the ratepayers' point of view?—No; but I think that the less money expended upon the paupers in that way the better it is for them.

7042. *Chairman.*] I presume you would say that the best managed parish is that wherein the rates are lowest, while the paupers are best cared for?—Yes.

7043. Mr. *Orr Ewing.*] But would you object to the present law altogether on the ground that

Mr. *J. Bett.*
29 June 1869.

it is unnecessary and has done no good?—If the present law had not been passed, I should say that the poor would have been better off than they are now, but seeing that pauperism has increased under the operation of the present law, I question whether it would be desirable to cut it off all at once.

7044. Do you think that the lunatics even were as well cared for before as they are now?—No.

7045. Mr. *Loch.*] But do you think that even these reduced figures that you have given us of persons receiving relief in the several parishes are larger than they were in 1845, before the new law came into operation?—Yes, in all cases.

7046. *Chairman.*] What modification would you suggest in the law?—Well, very much in the way that I have already indicated, by applying the poorhouse test much more strictly, making in-door relief the rule.

7047. Mr. *Ellice.*] That is now in the power of the parishes?—Yes.

7048. *Chairman.*] But you would deprive them of that option which they now possess?—I would make it compulsory. The power is not sufficiently used, and pauperism has increased in consequence.

7049. Mr. *Ellice.*] In giving that opinion, do you take into consideration the fact that parishes and their boards are very well able to judge what is their own interest in the matter?—The ratepayers are pretty well able to judge, if properly represented; but I do not think that in many parishes they are properly represented.

7050. If they were properly represented, and the boards were satisfactorily constituted, do you think that that would have the same beneficial effect that you contemplate from making the poorhouse compulsory?—There is no doubt that it would make an improved state of matters, but I am not prepared to say that it would decrease the pauperism as much as the application of the poorhouse test.

7051. If there were to be that alteration in the constitution of the parochial boards, would you still recommend that the poorhouse test should be made compulsory in all cases?—Well, arguing from my experience, I should say yes.

7052. Mr. *Orr Ewing.*] Would you in the case of a deserving old couple who were infirm from old age, and not from any fault of their own, compel them to go into the poorhouse where the rules necessarily oblige them to live separately?—No; I would in no case compel any paupers to go into the poorhouse. I would offer them relief in the poorhouse, but not make it compulsory for them to go in.

7053. But would it not be a hard thing if the only alternative for them was that if they did not go there, they would have to starve?—I have no belief in starvation cases; I do not believe that anyone would starve. There is no doubt that there is a difficulty in those cases, and were it possible to separate those cases from those of the other class that I have referred to, I think that it would be better to give them relief out of the poorhouse; but my experience is that it is impossible to know who are deserving and who are not.

7054. I do not mean to say that they would starve, because the benevolent clergyman might do something for them; but so far as the law is concerned they might, might they not?—Of course, if they did not accept the offer made the there would be no alternative unless the humani of the country took charge of them.

7055. Do you think that that would be humane law, to compel a deserving old couple go into a poorhouse where they would be sep rated?—I cannot see that there is great hardsh in being obliged to go into a poorhouse if the are dependent upon the parish.

7056. You perhaps think that the poor ha no feelings?—Yes, I know that they have fe ings; but in applying the law I do not think th you can take feelings into account; I would n be indifferent to the feelings of the poor, bu do not think that you can give effect to the fe ings of individuals in applying the Poor Law.

7057. But would it not be indifference to th feelings of the poor if you made it a law that deserving couple, aged and infirm, should get relief except by being separated from each oth during the whole term of their natural life?—N I think that such cases as those are so few. Y must have some general rule, and you must sac fice the feelings of the individual to carry beneficial law into effect.

7058. Do you think that the law should be unjust as to deal with them so harshly?—We the law ought to be done away with altogethe if you are not to apply it generally.

7059. Mr. *Cameron.*] I think that you were member for some years of the parochial boa of Kilmallie?—Yes.

7060. Do you remember that a proposition w made to erect a combination poorhouse for th parish and three others?—Yes.

7061. And, after discussion, the decisi arrived at was that it would be better not to ha a poorhouse?—Yes.

7062. Do you think that that decision w right?—Yes, under the circumstances.

7063. You think that it was unsuitable for t parish of Kilmallie and the surrounding parishe —Yes; but I have arrived at that opinion, b cause the business of that parish has been well managed; since that, a poorhouse is almo unnecessary.

7064. But do you think that it is not a f average specimen of a Highland parish?—N certainly not.

7065. Mr. *Ellice.*] But, I gather from th last answer, that you think that if under an i proved constitution of the board matters we properly managed, a poorhouse would not b come an absolute necessity?—It might not, if parishes were managed equally well, possibly.

7066. You have just said that you do n think that it is advisable even now in the pari of Kilmallie?—No, because that parish managed in such a way as to dispense with poorhouse.

7067. If other parishes were managed in t same way, a poorhouse might be dispensed wit —Yes.

7068. Mr. *Loch.*] What is the difference b tween the constitution of the board of K mallie and that of the board of other parishes? They are better business people; but in parishes I attribute much to the intelligence a vigilance of the inspector.

7069. Mr. *Ellice.*] The parish of Kilmallie the parish including the town of Fort William. it not?—Yes.

7070. So that that parish would probably one where under a bad management a po ho

se would be a necessity?—Yes, it would be
ly to be so.
071. *Chairman.*] I gather from you, then,
it is a fortunate circumstance that, having
inspector who understands how to manage
e things, they are able to do without a poor-
se?—Yes; but I might mention that even
good inspector is very often deceived.
072. Even the best manager may be deceived?
es.
073. And you cannot always be sure of
ng a first-rate inspector of the poor in a
sh?—No, in the small parishes it is scarcely
ible.
074. So that it is an exceptional state of cir-
stances in the parish you have spoken of?—
.
075. And if those circumstances were to be
ified the case would arise in which the poor-
e would become absolutely necessary?—As
ve said, if you could manage parishes in the
in which that parish has been managed, it
ht come to a state of things in which poor-
es would not be so much required as now;
I do not think it is possible.
076. That arises from circumstances in that
sh, and these circumstances might change.
cannot be sure of having similarly fortunate
umstances in every parish?—No.
077. Therefore you require something like a
nanent check?—Yes.
078. Mr. *Orr Ewing.*] May not a poor-
se be badly managed also?—It is quite pos-
e.
079. Mr. *Ellice.*] Have you any arrange-
t between the parish of Kilmallie and any
r parish with regard to poorhouse accommo-
on?—The parish of Kilmallie has the right
end paupers to the Lorn combination poor-
se.
080. How many beds have they an arrange-
t for?—They have no specified number.
Board of Supervision simply allow them to
that poorhouse.
081. So that you have in fact in the parish of
nallie a test?—We have.
082. That is to say, you have the ability of
ring a pauper there whom you do not think
rving a berth in the Lorn Union-house?—
.
083. And that is confirmed by the Board of
ervision?—I understand so.
084. Mr. *Loch.*] With reference to Kilmore
Kilbride, the number of paupers have been
much reduced there, according to your evi-
ce, through the test afforded by the poor-
e?—Yes.
085. Do you believe that in the 63 that are
ved in that parish you embrace all the real
fide cases of distress that required legal relief?
do.
086. *Chairman.*] Have you any observations
nake upon the Board of Supervision and its
on?—I think that the Board of Supervision
ht to have more extended powers. They
ht to be able to deal with all cases arising
er the poor law. They are not at present able
ontrol parochial boards, and they ought to be
to decide all questions arising under the law.
087. All legal questions and disputes about
lement, and any other matters that may arise?
es.
088. You would make them the final court of
itration?—Yes.

7089. Have you had much trouble with the question of settlement in the parishes that you have been connected with?—Yes, we have constantly questions arising as to the law of settlement.

Mr. *J. Bett.*
29 June 1869.

7090. And that has led to considerable expense?—Yes.

7091. What suggestion would you make in that point of view besides what you have already stated about the Board of Supervision?—I should like to see the law of settlement done away with altogether, if possible.

7092. You think that no hardship would arise from abolishing the law of settlement?—No, I do not see much hardship in doing that.

7093. Mr. *Loch.*] Would you let each pauper claim relief in the parish that he might be in at the moment?—Where he became pauperised.

7094. *Chairman.*] Are you at all troubled with Irish in your parish?—No.

7095. Mr. *Orr Ewing.*] If you were, perhaps you might change that opinion?—I do not know that.

7096. Mr. *Cameron.*] Supposing that you could not obtain that alteration of the law, what other alteration would you suggest?—I would suggest that the birth settlement should be done away with; at all events, after a pauper leaves the parish of birth, say five or seven years (I am not prepared to say what length of time it should be), he ought not to return to the parish of his birth, but to be supported where he becomes a pauper.

7097. Would you recommend that a residential settlement, once acquired, should never be lost again?—Should not be lost till another could be acquired.

7098. Mr. *Orr Ewing.*] You are against birth settlements?—Yes.

7099. *Chairman.*] But supposing the case of a man leaving his birthplace and never obtaining a settlement anywhere?—If he has been out of the parish of his birth for five or seven years, or whatever period may be fixed upon, then let him be supported where he becomes a pauper.

7100. Have you been much troubled with parties coming back after many years to their birth settlement?—We have had cases where they have returned after 30 or 40 years, having been out of the parish for that time.

7101. Do they constitute any large proportion of your paupers?—No, not a large proportion.

7102. Can you tell us about what proportion?—No, I could not say exactly.

7103. What further powers would you give to the Board of Supervision, besides the power of deciding upon matters of settlement; would you constitute the Board differently, in the first place?—Yes; I think that the Board ought to consist of paid members, members who would attend and do the work.

7104. Who would devote the whole of their time to the business, and be properly paid for it?—Yes.

7105. Have you had much to do with the Board of Supervision; does it interfere with you much?—Not a great deal.

7106. Have you considered the question of extending the area of chargeability and management?—Yes; I think the only fair way, and the only equal way, would be to make the area of chargeability the whole of Scotland.

7107. Then how would you raise the rates in that case?—Well, it is a question of detail. You might

Mr. *J. Bett.*

29 June 1869.

might let them be collected as at present; or, I think, the easier way of collecting them would be to let them be collected along with the income tax possibly.

7108. Mr. *Armitstead.*] Do not you think that if you extended the area of chargeability to that extent it would tend very much to increase the expenditure through extravagance, people not being so careful?—The tendency would be in that direction, no doubt; but I think it would be quite possible to prevent it.

7109. Mr. *Miller.*] How?—I would decrease the number of local boards.

7110. You think that that would tend to economy?—Yes.

7111. *Chairman.*] You would not extend the area of management along with the area of chargeability?—No. In order to utilise the existing poorhouses I would make these centres of considerable districts, and have a board attached to each of these poorhouses (instead of having a board in each of the different parishes), that board being composed of members representing each of the different parishes; so that you would have one board instead of half-a-dozen that you have now.

7112. Mr. *Loch.*] If you had a national rate do you think that the members of the Kilmore and Kilbride board would be equally vigilant as at present?—I say that I would not have parochial boards at all, but boards having jurisdiction over a wider district.

7113. Supposing that you had half-a-dozen parishes combined, and they relieved poor out of a national rate, would they be equally careful?—Yes; they would not have so much to give, in this way, that they would only offer the poorhouse.

7114. *Chairman.*] You would make the relief given only in the poorhouse, and you would constitute large unions of management round these poorhouses?—Yes.

7115. Mr. *Armitstead.*] But do not you think that the relief given out of doors is sometimes cheaper to the ratepayers than relief in the poorhouse?—I quite believe so.

7116. There must be a great many who are able to do a little for themselves if they get a little help, and they are a most deserving class?—Well, we have not many of that class; very few.

7117. Mr. *Orr Ewing.*] But have you not found in Islay that the combination of three parishes, instead of tending to economy, tended to extravagance, and they got a divorce?—I do not know the whole of the circumstances there, but I think there are reasons there why it did not succeed.

7118. I am asking the fact. You are aware that it did not succeed?—Yes.

7119. And are you not afraid of the same thing in other Highland combinations?—No, not if the poorhouse test is applied as I have proposed.

7120. How many Highland parishes do you propose to combine?—I would not specify any particular number, because you must be guided by the extent of the district and of the places.

7121. Three or four parishes?—Many more than that. In the case of this combination that I am now talking of, I would even extend that district. We have now seven parishes in the combination, and I would even extend it, because the poorhouse is sufficient for a large district.

7122. If you were to take half-a-dozen parishes, say in Argyleshire, what would be the extrem distance from the poorhouse?—In this combin tion that I refer to, the distance from north south would be something like 34 or 3 miles.

7123. Do you not think that it would be lik banishment to drive poor people 35 miles fro their homes into a combination poorhouse?—I not think so.

7124. You would do that with all classes?- Yes, all classes that require support.

7125. Mr. *Ellice.*] You are talking of Highland combination, and of course your know ledge of the Highlands enables you to say that combination of four or five parishes might from one side of Scotland to the other, near 100 miles?—Yes.

7126. And in these cases you send perso who are very much attached to the place of the birth quite away from the place where they h lived all their lives?—In those cases you wou have the district smaller.

7127. Even if you took only two of the lar Highland parishes of Ross-shire and Inverne shire, the distance would be considerable, would not?—The two largest would be Kilmallie a Kilmonivaig; those would extend a very co siderable distance.

7128. I was asking you just now as to t arrangement that you had for the parish Kilmallie with the union house of the Lo combination; what is the distance from Fo William to the union house of the Lorn com bination?—About 40 miles.

7129. Mr. *Cameron.*] And from Fort Willia to the further end of Kilmallie parish, what the distance?—About the same.

7130. That would make 80 miles altogethe —Yes.

7131. *Chairman.*] Are you aware that in t neighbouring parish of Kilmonivaig they have arrangement with the poor-house at Inverne —I am not aware of it.

7132. I presume that you maintain that if are to maintain this legal right to relief, it shou be under such circumstances that it should be sufficient check against improper parties receivi relief?—Yes.

7133. And that although there must be har ship in certain cases you must draw the li somewhere, in order to prevent this law becomi a serious evil to the great mass of the communit —Yes.

7134. Sir *David Wedderburn.*] If that syst were carried out, would you state what induc ments the local boards would have to economi in the distribution of the rates, or to inquire in the particular cases?—It would not then necessary to inquire particularly into the circu stances, because they would then offer the par the poor-house; in all cases I should say whe a party goes to the poor-house he requires reli

7135. Mr. *Anderson.*] You consider it qu impossible to ascertain who are really the serving poor and who are not?—It is near impossible.

7136. Do you mean by the present system inspection, or do you mean that it would be i possible to devise any system for ascertaini that?—Well, I do not think that it would be ve easy to devise any system by which you co ascertain that exactly.

7137. Mr. *Miller.*] Take a single parish, a a country parish especially; are not the inha ta

ts all pretty well known to each other?—They to some extent.

138. So that in these places they have means, they choose to apply them, of ascertaining state of almost every one in the parish?—In st cases, I should say, they have; but in e cases certainly not. They are every day eived.

139. If you were to enlarge the area, would not reduce that opportunity of acquaintance h the individual cases?—Of course you would, you would apply the poor-house test always say.

140. Then the poor-house, according to your w, would be the real test of all pauperism?—s.

141. And in your opinion, I suppose, no man woman would go into the poor-house, unless lly needful?—That is my belief.

142. Have you experience of that?—Yes.

143. Mr. *Fordyce.*] I think I understood you say also, that you would not press the test of poor-house in the case of an aged and infirm ple or respectable widows with children?—ould not make it obligatory that they should into the poor-house, but I would give them no -door relief. I would offer them relief in the r-house, but not otherwise.

144. *Chairman.*] Do you find that the present de of levying the assessment for the poor is plained of?—The mode of levying the assessnt is not so much complained of; but I do not nk that it is a very fair way of assessing, that to say, there is a great bulk of property not essed at present.

145. That is to say, moveable property, and ng money, and so on?—Yes.

146. You would be in favour, therefore, of uming means and substance as the substratum taxation, I suppose?—Well, I do not know t we could go back to means and substance, in every case where it was tried, it was abanned; but I think that the basis of the income would be a good thing to take.

147. You are now referring to the old manery. I am asking you whether you do not nk that every man should be taxed according his means and substance?—Yes; certainly.

148. Provided that you could get machinery t would not be inquisitorial and that would rk fairly?—Yes.

149. Is it not your experience that the objecns to the means and substance arose from the t, that the taxation was in the hands of the parotial boards?—To a large extent it was so. It s because it was so inquisitorial, and people l not like the parochial boards to know their ans.

150. By using the income-tax machinery, you uld get rid of a good deal of the expense of llection. The collection might be managed by overnment officials doing it without any increase expense?—Yes.

151. Mr. *Loch.*] With reference to your sugstions about making the income-tax the basis assessment, supposing that a man occupied operty in four parishes, how would you distrite any liability that he might incur by reference his income-tax to those four parishes respecvely?—But if my views were carried out there uld be no distinction as to parishes.

152. The question, as I understood, put to u by the honourable Chairman was, whether, oking to the existing state of things, the present mode of assessment was a fair one, and I understood you to say that it was not, because the great variety of property escapes, and you suggested the income-tax. But supposing that a man occupies property in four parishes, and that his income-tax is made the basis of his liability for maintaining the poor there, how are you to distribute his liability in those four parishes?—In any case, he would be assessed upon the amount of income derived from each parish.

7153. But it is derivable, perhaps, from other sources; from the Funds, or from various other sources of income elsewhere; how are you to assess, as regards income derivable from property not within the four parishes in which he occupies but from other sources, his liability with reference to the relief of the poor in each of those four parishes?—There might be some difficulty in cases of that kind.

7154. Would it be possible to meet that?—No, unless it were equally divided amongst the parishes in which he had an interest.

7155. But he might be an unequal occupier in the four parishes?—Then just divide it according to what he occupied.

7156. You would suggest that a man should be assessed on his income derivable from ships, or consols, or Indian railway stock, and that the assessment so ascertained should be divided between the different parishes?—My opinion is that it should go into the general fund.

7157. We will confine ourselves to the present state of things; how would you arrange it under the present state of things?—But I do not suggest that the present state of things should continue.

7158. Mr. *Miller.*] I understand that your plan would be to assess all property, as it is now the plan to assess income under the income-tax?—Yes.

7159. Income derived from what is not heritable or real property in Scotland?—Yes, any property not assessed at present.

7160. Then the real property in each of the four parishes pointed out by the honourable Member would be assessable on the parish in which it was situated?—Yes.

7161. Then probably if you were going upon the income-tax system, the rate derived from such property as the income-tax would reach, other than real property, might be applied in the parish in which the party resides, or according to some such plan as that?—Yes, there might be a plan of some kind devised; I had not considered the question with reference to the present state of matters at all.

7162. Mr. *Loch.*] Therefore, unless we were to adopt the principle of a national rate, you do not think that assessing upon income would be a practicable means?—Yes; I think that means might be devised by which it might be applied fairly enough. I think that all property should be assessed, and surely some means might be devised for carrying out the plan.

7163. Mr. *Cameron.*] Take such a subject as machinery, in which large sums of money are often invested; is that at present assessed at all?—No; the rent of the subject is simply assessed.

7164. That is the house or building in which the machinery is?—Yes.

7165. If such a property were assessed to a greater extent than is done at present, would it

Mr. *J. Bett.*

29 June 1869.

relieve the poorer class of ratepayers in that particular parish?—It would, decidedly.

7166. Mr. *Orr Ewing.*] What kind of income escapes at present in your country parishes?—People having money. For instance, in the case of a person simply occupying a house, only the rent of that house is assessed.

7167. But if they have an income, it will most likely be from some kind of property?—Yes, it must have been derived from property of some kind.

7168. People do not lock up their funds; they invest it in some way in which it brings income to them?—Yes.

7169. Therefore, do not these people pay at present upon that property which they get their income from?—No.

7170. Supposing that it is in railways, do not railways pay the poor-rate?—Yes, they do.

7171. Is not your real object to get at the money that is lent upon property?—Well, I have not particularised at all, and I would not like to do so. I merely state generally that all property not assessed at present should be assessed.

7172. The only kind of property, as far as I am aware, that is not assessed, is money that is lent in bonds?—Yes.

7173. Do you think that owners of ships should pay the same as owners of property for maintaining the poor?—Yes; I think they should; property of all kinds should pay; I include everything.

7174. Do not you think that that would tend to a man's registering his vessel in some other country than ours where he would be more generously dealt with?—I do not think so.

7175. *Chairman.*] And therefore, I presume, that you would abolish all exemptions from taxation?—Yes.

7176. Whether on Government buildings or militia buildings?—Well, there might be exceptions, of hospitals, or houses for any objects of that kind.

7177. On what ground?—On the ground simply that they are charitable institutions.

7178. But if you relieve them you are just taxing other people?—Yes, to a certain extent you are.

7179. Mr. *Orr Ewing.*] Still, it is a good thing that charitable institutions should be exempted?—Yes; I think so.

7180. Mr. *Cameron.*] Would you exempt Sunday and ragged schools?—Well, I do not know how far you would go. I would make as few exemptions as possible.

7181. *Chairman.*] Are you aware of the case that recently occurred in Campbeltown, where a gentleman having property got relieved by the Court of Session from paying poor-rates, because he had let it as a militia store?—No; I was not aware of it.

7182. Would you think that a proper thing with regard to the general taxation of the country?—No.

7183. Now, proceeding to the question of lunatics, have you many lunatics in your combination?—No, not many.

7184. You have not found any very great expense arising from that source?—Well, they are expensive, but the small number that we have, comparatively, does not bear heavily upon us.

7185. Have you a lunatic ward in the poorhouse at Oban?—No.

7186. Where do you send your lunatics?—the county asylum, at Lochgilphead.

7187. What is the expense there?—Just n it is 9 *s.* 6 *d.* a week, I think.

7188. Is it your experience that a great m people are required to be sent to lunatic asyl that would be well taken care of in families Yes, a good many; and they are now be taken out of the asylum and boarded in t way, at the suggestion of the medical superint dent at the asylum.

7189. And do they cost less when boar out?—Yes, about one-half.

7190. Mr. *Orr Ewing.*] Are they equally w cared for?—In all cases they are under the sup vision of the Commissioners of Lunacy.

7191. *Chairman.*] It is done under the kn ledge of the medical superintendent of the trict asylum?—Yes.

7192. Who is under the control of the Lun Board?—Yes.

7193. And therefore it is with their cons that it is done?—Yes.

7194. Therefore, I suppose that it would much better not to send them to the asylum all, but to leave them under the charge of parochial board?—Yes.

7195. Mr. *Miller.*] That is an alteration the system of the Lunacy Board, is it not, sanction that arrangement?—Yes. They w all sent in the first instance to the asylum, we now find that it is quite unnecessary to s this class that I refer to there.

7196. They are relaxing that rigid rule t they had?—Yes.

7197. *Chairman.*] When first the Lun Board was established, I believe the law that no pauper could be taken out of asylum when once there?—Yes.

7198. Since then the law has been relaxed Yes; we have had several taken out of asylum and boarded in that way.

7199. Have you ever considered the quest with regard to the existence of these two boar the Board of Supervision and the Lunacy Boa and whether they might not, with advantage the public and with a view to cheapness, be duced into one board?—I have not thought m upon that subject, but I do not see why t should not, if you have medical men on Board of Supervision.

7200. Your lunatic paupers are to a cert extent under the control of the Board of Sup vision, and yet you cannot deal with them with the consent of the Board of Lunacy?—They but little under the jurisdiction of the Board Supervision now.

7201. Still if the two Boards differed in opin things might come to a dead-lock, might t not?—It is conceivable.

7202. What arrangements have you for medical officers?—In each parish in our co bination we have a medical officer paid by parochial board.

7203. At what salaries?—£. 25 is the small I think; and they go up to 40 *l.*

7204. Are they engaged by the year?—Y by the year, at the rate of 25 *l.* or 40 *l.*, or wh ever the salary may be; but they are dismissi at pleasure.

7204.* Do you think that a proper condit for medical men to be in?—Well, they do think so.

7205. Th

7205. There is some feeling on the subject?—
s.

7206. Do you think that they should be put
the same footing as the inspectors, and not be
missed without the sanction of the Board of
pervision?—I do not know that; I think that
inspector should be put in the same position as
medical officer; the party appointing should
ve the power of dismissing.

7207. You would give more power to the
al boards?—No; I would not say so. Had
a board of a wider district, I would say give
more power, but not to the parochial boards.

7208. Might it not be detrimental to some ex-
t to leave the position of the inspector depen-
nt on the pleasure of the parochial boards?—
s, in this case of small parochial boards, as at
sent, perhaps it might.

7209. Do you adhere then to your opinion
t you would not have the inspectors left in their
sent position, so that they could not be dis-
ssed without the consent of the Board of
pervision?—It is a matter of opinion; I be-
ve that the parochial boards of the small
ishes are more clogs to the inspectors, more
llstones about their necks than anything else;
t the inspector ought to have freer action
n he has, and probably be more directly re-
nsible to the Central Board.

7210. In what way would you make him more
ectly responsible to the Central Board?—By
ving him nearly the power of the parochial
ard itself; that is, assuming that the present
rangements, or anything like the present
rangements, are to continue, that he should
ve more power than he has.

7211. Mr. *Cameron.*] Do you find that he is
ch thwarted by the action of the parochial
ards?—Yes, in a great many instances he is.

7212. *Chairman.*] Do you think that the
ndency of the inspectors would be to a better
nagement if they were freer and more inde-
ndent?—Yes, if you had enlarged districts
ere you could get a better class of men and
y them higher salaries.

7213. Is it your experience that the inspectors,
m their knowledge and their acquaintance
turally with the paupers, are men to whom
u can better trust for management than to
al boards?—Yes, where you have large parishes
d have inspectors with good salaries.

7214. How many medical officers have you
tached to the Lorn Combination Poor-house?
One attached to the house itself; but there is
medical officer attached to every parish belong-
g to the combination.

7215. Have you two medical officers in Oban
elf; have you a separate medical officer for the
rish?—The medical officer has other duties to
rform besides those in the poor-house. He
sits the poor-house daily, but has a general
siness besides.

7216. Are there any suggestions that you have
make?—No; I do not think I have anything
e to suggest.

7217. Mr. *Loch.*] You contrasted the expense
Kilmore and Kilbride of maintaining the
or; for 1859, you gave it as 2,008 *l.*, and for
68, 1,055 *l.*, I think?—Yes.

7218. Had those amounts respectively refer-
ce to the cost of maintaining the poor only?—
e poor only.

7219. There was no expense of interest on the
st of the poor-house, or on anything of that
nd?—No.

7220. It was actually money laid out in the maintaining the poor?—Yes.

7221. Mr. *Ellice.*] The latter sum does not include the cost of maintaining the poor-house?—No; simply the amount spent on the relief of the poor.

7222. Could you give us in 1868 what the cost of the poor-house was, because it ought to be added to this 1,055 *l.*, to give us a true estimate for the comparison?—I am not in a position at present to give you that.

7223. Of course it is not a correct estimate?—This is simply, as I mentioned, the expenditure upon the poor themselves; there is no reference to the cost of the house.

7224. Mr. *Loch.*] But supposing that the increase upon the cost of the poor-house, applicable to the various parishes, were to be added to these figures, have you any idea what it would amount to?—No, I cannot give the figures, but it would bear a very small proportion to the difference between these two sums.

7225. Can you state at all, as an approximation, what proportion of the difference would be absorbed by adding the expenses of which we are now speaking?—I could not well state it.

7226. Would it be a fourth?—Nothing like a fourth; I should say more like a tenth.

7227. Would 100 *l.*, do you think, cover the proportion of the poor-house cost applicable to Kilmore and Kilbride, and the maintaining of the establishment?—Yes; I am talking without the figures though.

7228. Mr. *Orr Ewing.*] The support of your lunatics included?—We have no lunatics in the poor-house.

7229. You have got them in the county asylum?—Yes; we send all our lunatics to the county asylum.

7230. Is the expense of maintaining them included in this sum?—Yes.

7231. Everything is included in this but the interest of the building, and the expense of managing that building?—Yes.

7232. You could hand in a statement of that expense?—Yes.

7233. Mr. *Loch.*] Could you, in regard to each of the parishes that you have spoken of, give a statement showing comparatively the cost to the different parishes of maintaining the poor in the way that you have given us, and also the cost plus the poor-house establishment and the interest on the building?—Yes, I think that we can find that from the Report of the Board of Supervision.

7234. Mr. *Ellice.*] What we should like to have would be the expense of maintaining the paupers, including everything, in 1859 and 1868 respectively, over the whole union. Will you give each parish of the union, but give us the total of the union at the end?—Yes.

7235. Mr. *Orr Ewing.*] What was the amount of your assessment for 1868 in the combined parish of Oban?—I think 1 *s.* 4 *d.*

7236. What was the total amount raised?—I could not say that.

7237. Mr. *Loch.*] At page 113 of the Twenty-third Annual Report of the Board of Supervision, I see that in Kilmore and Kilbride the amount expended was 634 *l.* "in relief of the poor on the roll or registered," 29 *l.* 10 *s.* for medical relief, 391 *l.* for management; making the total amount of 1,055 *l.*?—Yes; that is just the sum that I have given.

Mr. *J. Bett.*

29 June 1869.

7238. But that sum includes 391 *l.* for management, you will observe?—Then I have probably included the management. I thought that I had excluded it. If so, it is exactly what you want. That includes the poor-house, of course.

7239. Mr. *Ellice.*] Can you tell us the rate in the pound in 1859 and 1868 respectively, for the relief of the poor?—No; I do not remember what the rate was in 1859; now it is 1 *s.* 4 *d.* I see that I have included the management in that figure of 1,055 *l.*

7240. Mr. *Loch.*] And the poor-house?—Yes.

7241. Then the contrast is complete in every respect?—Yes.

7242. Mr. *Ellice.*] Will you ascertain what the rate per pound was in 1859?—Yes.

7243. *Chairman.*] Perhaps you will furnish us with a statement of the rates in these various parishes of which you have given us the proportion and paupers, in each of those two years for each parish?—Yes.

Mr. James Miller, called in; and Examined.

7244. Mr. *Cameron.*] I believe you are the Inspector of the parish of Kilmallie?—I am.

7245. How long is it since you first came there?—I have been inspector since June 1858.

7246. Were you acquainted at all with the condition of the poor in that part of the Highlands prior to the year 1845?—Yes; I am old enough to remember the condition of the poor before 1845.

7247. Do you think that the condition of the poor had improved in consequence of the Act of 1845?—There is no doubt whatever about it.

7248. From your experience, you think that the Act has been beneficial to the population?—There is no doubt whatever of it; the Act has been beneficial to the really deserving poor, the real poor person.

7249. You think paupers are better off than they were before?—There is no doubt of it.

7250. How were they supported in that part of the Highlands prior to 1845?—In the parish of Kilmallie before 1845 there was no stated provision for the poor, except the church-door collections. Occasionally there might be a small sum given by the heritors, but the stated provision for the poor was solely from the church-door collections. I have been at some pains to ascertain the amount, and I think it would not be more than from 50 *l.* to 60 *l.* in the year for the entire parish. That was doled out in miserable pittances annually of from 5 *s.* to 20 *s.* to each poor person, and that was all they got besides private charity.

7251. And the population then was considerably larger than it is now?—The population in 1845 was 5,397, larger by about 1,000 than at present; the population now is 4,272. When I tell you that we expend now 1,200 *l.* upon the poor, it must be apparent that the condition of the poor is better.

7252. Was there much apparent poverty in 1845 through the country?—The population of the parish of Kilmallie consisted chiefly of the labouring classes; at all events, four-fifths of it belonged to the labouring classes, many of them in poor circumstances, and I do not think their condition has improved since then. Generally, I think, the poorer classes bear the same proportion to the entire population of the parish now as they did then, and that we have in fact the same feeder for our pauperism, so to speak, as we had then.

7253. Then how were they supported if the poor population was the same as it is now, and instead of 1,200 *l.* being expended upon them, there was only 60 *l.*? How do you account for their maintaining life?—Their circumstances were very deplorable indeed, chiefly those of the impotent poor. Speaking of the impotent poor I have seen them carried round in a barrow from house to house, and from farmhouse to farmhouse; and I am old enough to remember when a poor widow, with three or four orphans, would be seen going round the country, and lodging here and there.

7254. Now there is little or none of that apparent misery or destitution?—None at all of it because the really impotent poor who can do nothing for themselves are now lodged in houses in the village of Fortwilliam chiefly, and we have a nurse to attend them, and it is my duty to look after them, and we have a medical officer to attend them during illness.

7255. In fact, you are clearly of opinion that the Poor Law Act has been one of unmitigated blessing to the population amongst whom you have resided?—I do not say that it has been a blessing to the population generally, because it has had certain very injurious effects; but I speak with reference to the really poor person, and I think their condition now, as compared with what it was prior to 1845, is very much improved indeed; there is no comparison between the two; and I say that any person who says that they were as well cared for then as now does not know what he is saying; it is not the fact.

7256. *Chairman.*] Can you give me the number of the paupers in 1845?—When the Parochial Board was first formed, I found that the number in all was 177.

7257. That included dependents and all, I suppose?—It does not state that distinctly, but I take it for granted that it does; I gave them the benefit of that.

7258. What are their numbers now?—I may exhibit to you a printed list of our paupers which we have printed annually for the last 10 years (*producing the same*). It contains the names of all the paupers upon the roll for the year, with their allowances in money, in clothing, in fuel, and rent, and in extra diet, cordials, &c. with the totals given for each pauper for the time they were upon the roll. It also contains a statement of our accounts, and these printed lists are circulated among the ratepayers.

7259. It is all out-door relief, we understand in your parish?—I may say that it is all out-door relief; but it has been already brought under your notice that we have the power of testing certain doubtful cases; that is to say, we can offer the Oban poorhouse when we consider it proper to do so.

7260. Have you any paupers in the poorhouse now?—Not one.

7261. Therefo

7261. Therefore, practically, all you are relieving are relieved out of doors?—They are.

7262. You have told us that you give 1,200 *l.* ...y to the poor. Does that 1,200 *l.* include ...aries and everything, or merely the cost of ...intenance?—I have excluded salaries, in order ...give them the full benefit.

7263. I want to get at the average cost of each ...per in your parish in the year?—I have not ...de up the list for this year, but I find that for ... year ending 14th May 1868 the average cost ...each ordinary pauper (I make a distinction ...ween them and lunatics) during the year was ... 17 *s.* 1 *d.* That excludes management, and ...t excludes medical relief; in fact, they got that ...ch in money, clothing, fuel, &c.

7264. Mr. *Cameron.*] Does that include dependent paupers?—Yes.

7265. *Chairman.*] How do you count your dependents; do you count each dependent as one, each pauper and his dependents as one?—No. ...hink there is a fallacy under that head generally, and that in the returns (I speak with deference of the Board of Supervision) the pauperism of the country is not correctly represented ...what is returned under the head of dependents. ...r example, a man, who is a pauper, has an able-...died wife, with three or four children under 14 ...ars of age. Two of those children and the wife ...y be earning perhaps 7 *s.* or 8 *s.* a week be...een them, and all the while they are returned ... paupers; the wife, who is able-bodied, and ...o of the children earning wages, are returned ...dependents, which they are not, strictly speak...g.

7266. With regard to this 5 *l.* 17 *s.* 1 *d.*, supse you had a man and his wife and three ...ildren, do you count them in this return of ...urs as so many individuals, each costing ... 17 *s.* 1 *d.*?—Not at all; the 5 *l.* 17 *s.* 1 *d.* only ...presents the individual.

7267. Which individual; the head of the ...mily, or the man and his wife?—It represents ...ly one person. For example, if you look at ...is list here, you will find that a man who had ...o dependents actually got 14 *l.* in the year.

7268. Mr. *Cameron.*] So that 5 *l.* 17 *s.* 1 *d.* is ...ven to each individual soul?—It represents only ...e individual.

7269. *Chairman.*] Then I may take it that if ...u have a man and his wife and three children ... the roll, they get about 30 *l.*—No; I wish ... explain that. Of course every case depends ...on its own circumstances. I do not mean to ...y that where there is a man and his wife and ...o children, they are to get 5 *l.* 17 *s.* 1 *d.* over ...ad in every case, but I should say that the rule ...ith us is that where there is a man and his wife, ...th unable to do anything for themselves, we ...ve them two allowances, that is to say, we ...ve them twice as much money and clothing ...d fuel and everything else as we should give ... one.

7270. I merely want to arrive at an accurate ...finition of what you mean when you tell the ...ommittee that your paupers, take one with ...nother, cost 5 *l.* 17 *s.* 1 *d.*?—I have endeavoured ... explain it; I have it noted down here that the ...erage cost of our paupers during the year was ... *l.* 17 *s.* 1 *d.*

7271. Mr. *Orr Ewing.*] I understand you to ...y that the average support of your paupers ...nounts to 5 *l.* 17 *s.* 1 *d.*?—Yes.

7272. And that every person who gets relief is put down as a pauper. Some may get less, and some more, but the average amounts to 5 *l.* 17 *s.* 1 *d.*?—I will explain it. If you take a single case you will find that they get that on an average; but where there is more than one case you may find that they do not get the same proportion. That is the average of the whole.

7273. Mr. *Miller.*] You have a registered roll?—Yes.

7274. And that 5 *l.* odd refers to the names, and the names only, on that roll?—Yes.

7275. So that the dependents are not in those names, but in some other column?—They are under the same heading in the ledger, according to the general register which we have now. The head of the family, the man or the widow, is the pauper, and the children are dependents; they appear under the same heading, but they are in a different column.

7276. The man is a pauper on the roll, the children are not on the roll, are they?—They are.

7277. Are they on the roll to the extent of interfering in any way with that 5 *l.* 17 *s.* 1 *d.*?—Of course they are, because if there are three children they must get more than two would get.

7278. Then they must become real paupers?—Yes.

7279. Mr. *Cameron.*] In regard to that printed list, you say you have been in the habit of printing it for the last 10 years?—Yes.

7280. And circulating it amongst all the ratepayers?—Yes.

7281. Do you think that that is a very useful thing to do?—Yes.

7282. Do you think it so far useful that it would be desirable to make it compulsory upon every parochial board?—Well, inspectors grumble at making it up, but I would make it compulsory, because I think that so far as the inspector himself is concerned, it is of very great service to him in this way, that when people begin to grumble and say, "This pauper gets only this," then he can point to the list and say, "He gets so much; I think that there is considerable misrepresentation abroad not only with regard to our own parish, but with regard to other neighbouring parishes with reference to allowances. People only generally look at the money allowances, and never take into account what we give them under other heads, such as fuel and rent and clothing, and the extras; they never look to that, but that a man perhaps has only 2 *s.* 6 *d.* a week.

7283. Mr. *Crum Ewing.*] The 5 *l.* 17 *s.* 1 *d.* includes all that?—Yes; it may not come out in every individual case to that, but it is just the average.

7284. Mr. *Cameron.*] Will you tell me what was the population in your parish in 1858, when you first came to the board?—I take the population then to be much the same as it is now; I think it has increased, if anything. I am registrar of the parish, and I have the means of knowing, comparing the births and deaths, whether there is an increase of births over deaths; I think it has increased.

7285. But very slightly?—Very slightly.

7286. How many paupers had you on the roll in 1858?—I find that the exact number is not here; but I know that, when I made up my calculation at the time that I became inspector, every fourteenth person in the parish was a pauper, or at all events in receipt of relief. The

Mr. *J. Miller.*

29 June 1869.

proportion then was one in 14 of the population, and now it is one in 24.

7287. That is, of course, a very considerable diminution in pauperism; how do you account for it?—Well, I account for it chiefly by the judicious application of the poorhouse test; I say the judicious and proper application of it. You will understand, when I say the proper application of it, that we would never think of applying it to what we consider a deserving poor person. We would never think of applying it to a poor widow with her children, or in the case of a labouring man who has worked till he can work no longer.

7288. In fact, you can safely assert that it would be applied on the general principles of humanity?—I think that we have done so, and I think it is but right for me to state that the rules of the Board of Supervision are so framed, that the poor person is sufficiently protected if the inspector is conscientious and wishes to do his duty. For example, we cannot remove a poor person, even from one parish to another, unless there is a medical certificate to show that his health is not likely to suffer thereby; and when we apply the test and offer the poorhouse, I cannot send a poor person to Oban until I first get a certificate from the medical officer that that poor person is not likely to suffer thereby in health. Then, again, suppose when we do apply the test, that the poor person refuses, there is an appeal to the Board of Supervision. I am bound to fill up that schedule for the poor person, and to transmit it, if he thinks proper. If the Board of Supervision think that the test has been improperly applied, they can find that the pauper is entitled, notwithstanding, to full relief.

7289. Mr. *Orr Ewing.*] Then I suppose you would not like to see a law enacted, that in-door relief should not be given?—I think it would be a very great absurdity indeed.

7290. Mr. *Ellice.*] Will you explain that word "absurdity?"—I would go further, and I would consider it absolute cruelty to offer the poorhouse generally without exception, positive cruelty; nor do I think it at all necessary.

7291. *Chairman.*] I understand you to say, that you have reduced your number of paupers since you became inspector, from one in 14 to one in 24 of the population, by means of the poorhouse test?—Chiefly by that means.

7292. Then you would not have been able to get this reduction, unless you had had this combination poorhouse in Oban?—I do not believe we would.

7293. And if it were more stringently applied, do you not think you might yet further reduce the number of paupers?—I think we have now arrived at the minimum, because I hold that there is a certain number of paupers which we must have; I hold that they will never cease out of the land; and the thing is to arrive at the proper proportion.

7294. You have heard the evidence given by Mr. Bett, as to the result of the very stringent application of the poorhouse test in Kilmore and Kilbride?—Yes.

7295. Does not that lead you to think that you might get similar results in the parish of Kilmallie, if you adopted a similarly stringent test?—I have said already that I would consider it cruelty to apply it improperly; and I do not think that we have half a dozen on our roll, to whom I would say, "Go into that poorhouse or want." I am not going to call in question the results or the effects of that application of the test in Oban but I think, with deference, that we have brought our pauperism down considerably; I do not know whether it is in the same proportion with Kilmore and Kilbride.

7296. We hear that in Kilmore and Kilbride pauperism has been reduced 67 per cent., namely from 194 paupers in 1859, to 63 in 1868, while the expense has been reduced from 2,008 *l.* to 1,055 *l.*?—Does that expenditure shew every item of expense; does it shew all the expense connected with the poorhouse?

7297. The same items are included in the two sums, 2,008 *l.* in 1859, 1055 *l.* in 1868, and there is a reduction from 194 paupers in 1859 to 63 in 1868, with a further statement that all the paupers struck off the roll are now able to maintain themselves, and have become industrious members of the community; now, if you applied the test in a similar way in the parish of Kilmallie do not you think that similar results might be obtained there?—I think that we have obtained very satisfactory results, and I have already stated that we have not half-a-dozen on our roll to whom I would apply it.

7298. Mr. *Crum Ewing.*] Your board and you are satisfied with what you have done; that you have gone as far as prudence would justify you?—Yes, with respect to those already on the roll our plan is to watch the applications well.

7299. And your out-door poor are persons so respectable and so deserving, that you would not consider it proper to offer them the poorhouse?—I should say that that is so with the exception of about half-a-dozen individuals; we may have perhaps, five or six upon our roll to whom we might offer it, but I think that that is the extent of it.

7300. *Chairman.*] But supposing that you have half-a-dozen who are improper objects of relief do not you think it is wrong with regard to the ratepayers that they should be kept on the roll?—I do not admit that they are improper objects of relief; I say that they are entitled in law to relief; but it is a question of expediency whether we should send them to the poorhouse, and spend five or six times more than we are doing now on them, or keep them in our own parish.

7301. Do you mean that they would all go to the poorhouse if it were offered them?—If you have a man with two helpless children to keep, to send him to the poorhouse I would consider no good at all.

7302. Mr. *Arthur Peel.*] What is the cost of maintaining your pauper in the poorhouse if he stays in the poorhouse a year?—He costs 5*s.* 6*d.* a week or 5*s.* a week.

7303. Mr. *Ellice.*] Is there any feeling at all in the part of Scotland you are acquainted with, which is a very considerable part of Scotland, in favour of building poorhouses in the parishes?—In 1858 we wished to erect a poor-house in combination with other parishes, and I think that Kilmonivaig consented to take beds in the combination; we then found that we could not go on that we had not the population necessary to enable us to go on, and so we applied to the Board of Supervision to sanction rates of boarding our paupers in the Lorn combination poorhouse; they did that, and in that way we got the test, whereby chiefly, as I have said, we reduced the paupers in number.

7304. In fact, you consider that the use of the poorhouse should be confined to being a test of pauperism?

iperism?—Clearly so; except in cases where, haps, they might become unmanageable with- the poorhouse test; I may state to the Com- ttee that with regard to these poor people I uld not consider it a hardship to say to a poor son who had become discontented with the wance, "If you are not pleased with what you getting, it may become a question with the rd whether they should not send you to the rhouse."

305. *Chairman.*] I see that in this abstract of ounts of your board you state that the number paupers on the roll, on the 14th of May 1868, 172?—Yes.

306. And that is out of a population of 4,272? Yes.

307. You have just told us that in 1845 your ulation was 5,397, and your number of pau- s 177?—Yes.

308. So that your pauperism has increased? But I think that it is right to keep in mind t that number, in 1845, is when the board was med; that is the first starting. If you go on h me till 1851-52 we come up to the number 62; we start with 177. I question very much ether that was the total number; it does not whether it included the dependents or not, I am assuming it did. That was in 1845, when parochial board was formed. In 1852, how- r, it had increased to the large number of , and the number of casual poor 26. There s an increase, a very great increase, indeed.

309. The paupers have increased in number ler the new law?—They increased under the v law until, as I have already stated, in 1858, y were 1 in 14 of the population.

310. And you have reduced them to 1 in ?—We have.

311. But still there is a great deal more iperism now than there was in 1845?—I do believe that.

312. That is to say 172 out of 4,272 as against out of 5,397, nearly the same number of pers with a much smaller population?—I have eady stated that they started with that number 177, but that did not show the poverty or the iperism of the parish, for it took two or three rs before they were properly organised.

313. Coming to 1852, you might just as well that 258 was a proper test of the pauperism? Well, I think it was then.

314. Then if it was a proper test of the iperism, how is it that you reduced it, the cumstances being the same and the population ng less?—I have already stated that we have uced it by the judicious application of the t.

315. Therefore, if you have reduced it, I pre- ne you have only reduced it by removing those t were not proper objects of relief?—The l cause of the reduction was this, to watch applications; with regard to those that re upon the roll, we did not strike very ny of them off, or offer to many of them the t, because we thought it a hardship to do so people that were on the roll for seven or eight rs.

316. I only want facts, if you please; how did u reduce your poor numbers; was it by refus- relief to those whom you thought not proper ects?—Precisely.

317. By doing so you reduced your poor from s to 172?—Precisely.

318. Which is the proper measure of pauperism, the 172 now existing, or the 258 which then existed?—Well, I do not know; I do not think that we have half a dozen on our roll that should not be on it.

319. I am not saying that you have now. I want to know why you take the figure in one year as a proper measure of pauperism, and the figure in another year as not. You said, with regard to the 177 paupers out of 5,397, that that did not represent the real state of pauperism then?—I do not believe it did.

320. Did the 258 paupers in 1852 represent the true state of pauperism?—I believe it did.

321. How could it represent the true state of pauperism when you struck off 100 of that number nearly?—Perhaps I do not understand the question.

322. If you had 258 paupers in 1852, and you have reduced them to 172 in 1868, how is that you have made that reduction?—In 1852, you must understand, that amongst other things, I was not inspector; I am quoting from notes, and they had not the power of testing the cases then.

323. That is to say that the 258 comprehended a very large number of persons who had no right to relief at all?—I have no doubt of it.

324. Then how can you say that 258 was the proper measure of pauperism in that year; I understand you to say now that it was not?—I do not know that I said that it was the proper measure, but I am giving you the numbers as I find them here to be actually the case.

325. Mr. *Cameron.*] I think you understood the Chairman to mean whether the numbers were correct, when he asked whether they were the proper test of the pauperism?—Yes.

326. But you have reduced the number now to 172?—Yes.

327. And you think that you have arrived now at a point beyond which it would not be humane or desirable to reduce it further by a stricter application of the test?—That is clearly my opinion.

328. Mr. *Orr Ewing.*] What is your assessment in the pound?—One shilling and fivepence halfpenny; but of course it will be understood by the Committee that that assessment is no criterion of good management, because it depends so much upon the annual value of a parish.

329. Mr. *Miller.*] Does that amount include both owner and occupier?—Yes.

330. Mr. *Cameron.*] You have heard the last witness say that Kilmallie may be considered to be an exceptional case, and that other parishes in the Highlands are not so well managed, and not so favourably situated?—I have, but I cannot understand that.

331. Is there any reason why Kilmallie should be an exception, or why other Highland parishes should not be managed on the same principles, and the same satisfactory results should be obtained?—I see no reason whatever; and, with all deference, I doubt the statement; I believe that Kilmonivaigh is very well managed, for instance.

332. Mr. *Ellice.*] They are both managed upon very much the same system?—Very much the same system, indeed.

333. Mr. *Orr Ewing.*] You will agree with the witness that Kilmallie is blessed with having a very good inspector?—I think it is right for me to state,

Mr. *J. Miller.*

29 June 1869.

state, with regard to the parish of Kilmallie, that we have a very good Chairman and a very good medical officer, and to that, perhaps, as much as anything else, is owing the success there.

7334. *Chairman.*] The cost fluctuates in your parish not in proportion to the number of paupers. In the year 1867 you had 164 paupers, and yet your expenses were 50 *l.* more nearly than they were in 1868, with 172 paupers, being 1,401 *l.* in 1867, as against 1,358 *l.* in 1868?—The difference is not much; it has arisen under the head of "Lunacy." Sometimes it may happen that an account may run from one year into another, and that may make a difference. There is not much difference.

7335. Mr. *Miller.*] I see that in this list you have some remarkably old people. I think more than 20 persons upwards of 80 years of age?—Yes, and that is a very remarkable fact in connection with our paupers; we have had some of them on the roll upwards of 20 years.

7336. How do you manage them; do they live by themselves?—We have generally two of them in one room, and have a general nurse to attend to them; and I always try to put a person able to do a little work along with an infirm person.

7337. Mr. *Loch.*] In one case, you have an old man put down as 103 years old; what evidence have you of that age, for it is a very remarkable one?—We have just his own statement for it; and the evidence that I could glean. I do not think that he was altogether 103, but he was above 100; he is gone now.

7338. Mr. *Miller.*] With regard to those people whom you keep in that way, are they well looked after?—I have no hesitation in saying that the pauper with us is, during illness or sickness, better looked after than the independent labourer.

7339. I presume that these very old people are reduced to pauperism just by old age?—Chiefly by old age.

7340. Not by dissipated habits or anything of that sort?—No, we have not many of that sort.

7341. These are not people that you would apply the test of the poorhouse to?—Certainly not.

7342. And you can keep them, as I understand you, more comfortably there, and I suppose also at a cheaper rate, than you could in the poorhouse?—Decidedly so; we can keep them not only cheaper, but also happier.

7343. More according to their own feelings?—Yes.

7344. Mr. *Cameron.*] There is a universal dislike in the Highlands to go into the poorhouse?—Yes.

7345. The reduction of paupers from 1858 to 1868, was from 258 to 172 you said?—Yes.

7346. Has the ratio of reduction in expenditure been the same as the reduction in the number of paupers?—Not exactly, because management continues much the same, and the allowances of the paupers have increased materially since 1858.

7347. So that while the paupers have diminished in numbers, they have been made more comfortable, and have received larger allowances?—Certainly they have. In 1852 the average cost of each pauper upon our roll was only 4*l.* –*s.* 4*d.* Now as I have stated the average cost is 5 *l.* 17 *s.* 1 *d.* And the 4 *l.* –*s.* 4 *d.* included every item of expenditure, whereas in the 5 *l.* 17 *s.* 1 *d.* which I have given you as the average cost now neither management nor medical relief is included. The 4 *l.* includes every item of expenditure connected with the poor in 1852. When the Board was formed in 1845, the poor were divided into three classes. The first class was paid 6 *l.* a year, the second class 4 *l.*, and the third received 3 *l.* Those were their allowances.

7348. Mr. *Miller.*] I see you have one old man, aged 76, named Donald Boyd, and the remark is "Sent to poorhouse and ceased chargeable August 1867?"—Yes.

7349. When sent to the poorhouse did he refuse to remain there?—He refused to remain there.

7350. Even at that age?—Even at that age.

7351. What became of him?—That was a peculiar case; he was a very discontented man and could not be managed outside.

7352. Was he able to support himself when out of the house afterwards?—He had a sister quite willing to support him, provided that he would remain with her.

7353. He was not in reality a proper pauper?—He was entitled to relief legally. On his appeal the Board of Supervision approved of his being sent to the poorhouse.

7354. Mr. *Cameron.*] What is your opinion as to the power which should be given of applying to the sheriff for relief?—I think that the appeal to the sheriff should be done away with; in point of fact in remote country districts it is a dead letter at present, because of the distance; take for example, Ardnamurchan and the island of Eig; a poor person being refused relief in these remote districts, would never think of travelling 40 or 50 miles to the sheriff; but I would not leave the poor person to depend upon the mind of the inspector; I would appoint instead of the sheriff a small committee of the parochial board, and that committee I would have bound to give a deliverance in every case that came before them within 48 hours; I am speaking just now of the cases refused relief by the inspector on his own responsibility.

7355. *Chairman.*] But do not you think that the inspector is the best judge?—He might go wrong.

7356. Mr. *Hamilton.*] There is now an appeal from the inspector to the parochial board itself, is there not?—The inspector is bound to bring every case before his board at stated periods; but a poor person applying to the inspector for relief and being denied it by the inspector, is not to remain without relief till the board meet, because the inspector, if he refuses him, is bound to give him a certificate, and with that he goes to the sheriff at present.

7357. Sir *David Wedderburn.*] What recourse has the pauper in these districts that you speak of when he is unable to go to the sheriff?—I do not know that he has any choice but to wait till there is a meeting of the board.

7358. Mr. *Ellice.*] Is not the inspector obliged to fill up a form, at the request of the pauper, and send it to the sheriff?—He is bound to fill up a certificate of refusal.

7359. But not bound to forward it to the sheriff?—No; he only hands it to the pauper. As I understand it, it states in the instruction that he is bound to grant a certificate of refusal.

7360. But he is obliged also to furnish the pauper with a form of appeal to the sheriff, is he not?—He is.

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7361. And that appeal is in form sufficient to put into the post, and to be taken to the eriff; it requires no other statement or writing? The certificate is headed, "Parish of Kilmallie," will suppose, or Parish of Ardnamurchan; Donald Cameron refused relief; grounds of re-al, such-and-such."

7362. And then there is a form of appeal to the eriff?—No, there is no other form of appeal.

7363. Mr. *Hamilton.*] What you suggest is, that tead of the pauper waiting till the next meeting the parochial board, there should be a com-ttee of the parochial board frequently sitting, to om he could appeal?—Precisely; that there uld be an appeal to a small committee of the ochial board, consisting of two or three, or r persons, who would be bound to give a deli-rance in every case within 48 hours.

7364. But that is the case in all large towns; re is a committee such as you speak of always ing, is there not?—I cannot speak of large ns.

7365. Sir *Edward Colebrooke.*] How often does ir parochial board sit?—They hold quarterly etings, and oftener if there is business; I can l them together within 10 days.

7366. The parochial board do not themselves eive applications for relief personally?—No; application must come through the inspector.

7367. But does no poor person, when refused an inspector, ever come before the parochial rd to claim relief?—When an application is de to the inspector, he is bound to enter the e in his record; that record is produced at the eting of the board, and a deliverance is given every case. There is nothing to hinder the licant from sending in a letter.

7368. But do the poor people never come to board and state their own case?—No; at st it very seldom happens.

7369. Has it never been suggested to the board t they might meet oftener for this purpose?—e have had the applicants before us at times, l if there was a special case, the board would prevent a poor person from coming up.

7370. The committee that you would suggest uld be a committee of the parochial board, t should meet more frequently than the board lf, to inquire into cases?—They might meet every case where the inspector has refused ief on his own responsibility; that the com-ttee of the board should take the sheriff's ce, in fact.

7371. Sir *David Wedderburn.*] Do you find that practical injury is inflicted in your district paupers from such a committee not existing present?—I think not, because I take very d care never to refuse relief where it is proper give it.

7372. Mr. *Hamilton.*] But that would be an peal from the parochial board to a committee themselves, would it not?—No, from the in-ctor to the committee. But I was just going state that I would not let the case rest there; ould allow the poor person to complain to the rd of Supervision.

7373. Sir *Edward Colebrooke.*] You recommend s as a substitute for the present application to sheriff?—Yes.

7374. Mr. *Cameron.*] What has been the rage cost of litigation before the sheriff in your ish?—We have had very few cases of litigation my time, but before my time it has cost 16 *l.* 0.42.

to 17 *l.* in every case, and generally it went against the Board.

Mr. *J. Miller.*

29 June 1869.

7375. Mr. *Orr Ewing.*] I suppose you think that this committee would even be a better tribunal than the sheriff for the pauper to make application to if the inspector refuses him, because of their greater responsibility, they being a tribunal appointed instead of the sheriff to hear such a case?—I do not wish to reflect on the manner in which the sheriffs discharge their duty, or to say that the sheriffs are not humane; but what I mean is this, that it would prevent litigation. In the meantime, whenever a case is refused relief by the inspector, and the poor person goes to the sheriff, we do not know where it may end.

7376. I did not understand you to say anything against the sheriff as a tribunal to appeal to, except from the expense and the difficulty of getting at him?—Precisely.

7377. And you think that this committee which you suggest would be equally satisfactory to the pauper?—Yes, with the appeal to the Board of Supervision.

7378. Mr. *Ellice.*] Have you a printed schedule of the instructions that you have received from the Board of Supervision?—I have (*producing it, and handing it to Mr. Ellice.*)

7379. These are the directions by which you are guided?—They are.

7380. Mr. *Loch.*] You propose that there should be an appeal to this committee of the parochial board in lieu of the appeal to the sheriff, and from them an appeal to the Board of Supervision if necessary?—Yes.

7381. But would there not be more inconvenience to the pauper in the appeal to this committee and the Board of Supervision than to the sheriff?—I think less, because the inspector is bound to make up the schedule for transmission to the Board of Supervision and to transmit it, and I should think that no inspector would like to do that sort of thing.

7382. But if a provision of that kind is supposed to meet the difficulty, would not a requisition on the inspector to fill up and forward to the sheriff the appeal of the pauper meet the case?—What I dread is the cost; it leads to litigation, and there would be a tediousness in it, I am very much afraid. We have application hung up in the sheriff's court for many months. No doubt the sheriff generally orders interim relief; but of the amount of that interim relief he is not the judge, and the poor person may go to the sheriff, and he may order interim relief, and the inspector may put him off with 2 *s.* 6 *d.* a month.

7383. But the Board of Supervision being equally uninformed with the sheriff as to the particular case, would they not in the same way order interim relief until the case was investigated?—They might.

7384. Mr. *Miller.*] But the Board of Supervision would have no interest in prolonging the case?—The Board of Supervision would have no interest in prolonging the case; and in the notes that I have drawn up here, to refresh my memory, I have stated that every parochial board ought to be in a position to apply the test in doubtful cases, and if it were the case, that would simplify the matter very much before the Board of Supervision.

7385. Mr. *Loch.*] But has the sheriff any motive for prolonging the case any more than

Mr. *J. Miller.*

29 June 1869.

the Board of Supervision?—I would not like to attribute any motives to the sheriff. From my experience of the manner in which cases are conducted, I think it is just to state that I do not at all wonder at the decisions given by the sheriff, because our medical officer sometimes gives a certificate on his soul and conscience, that the poor person is able to work for her maintenance, but the agent for the applicant brings up three or four women who swear that she cannot wash a cap for herself, and then the sheriff leans to the merciful side, and orders relief.

7386. *Chairman.*] You think that the tribunal itself is not a good test, that it is likely to be deceived, and more likely to be deceived than the parochial board?—Yes.

7387. Sir *Edward Colebrooke.*] Would you deprive the sheriff of all jurisdiction in cases of urgency. Suppose it was an urgent case, and the pauper had been refused relief by the inspector, should not the sheriff be allowed to order temporary relief?—I have supposed that the inspector is bound to bring it before the committee at once, and that they are bound to give a deliverance in 48 hours; and that in practice it would be quicker than at the present moment, because an inspector of poor need not give an answer within 24 hours after the application is made.

7388. Do you think that you could summon a parochial board in that short notice?—Not a board, but a committee of the board; you would have no difficulty in that.

7389. *Chairman.*] You might make the chairman of the board a sort of standing committee?—Yes, we have a standing committee as it is.

7390. Mr. *Loch.*] Have many appeals been made to the sheriff against decisions to which you have come?—Very few indeed. You will understand that the offer of the test in doubtful cases meets the case, and prevents the sheriff from going into it at all.

7391. Mr. *Cameron.*] Now will you give us your opinion about the present law of settlement, and how far you would wish to see it modified, altered, or done away with?—With regard to settlements in general, such as by birth, or parentage, or marriage, I would not interfere with the law as at present defined, because it would be just setting us to learn our lesson again. But as to settlements by residence, I would consider it simply justice to the country parishes that all large towns should be considered as one parish for purposes of settlement, and that when a settlement is once obtained by a residence, it should not be lost till superseded by another.

7392. Could you mention any cases that have been brought under your notice in your own district where paupers have returned to you after an absence of a great number of years, having left the parish at a very early period of their life?—I could mention a number of cases where they have been sent back to us by Glasgow and Edinburgh after being away for 50 years. It is only the other week that there was a claim made upon me by Edinburgh or Glasgow for a woman who had been away for 60 years. In that case, however, it turned out that Kilmonivaig was the parish; but we consider it a very great hardship indeed. Take, for example, a domestic servant going to Glasgow; she is there, perhaps, for 40 or 50 years; and, after expending all her earnings, she is thrown back upon Kilmallie, as the parish of her birth; we consider it a hardship.

7393. Mr. *Crum Ewing.*] How many cases had you of that sort last year?—I cannot state the number of cases; these are extreme cases when I say 50 years.

7394. But I mean how many cases altogether have you had of people who, after being perhaps 20 years absent from your parish, have been thrown back upon the parish in any one year, or can you give us an average?—My memory does not serve me as to the number of cases, but they are not very many.

7395. They are very exceptional, I suppose?—They come up regularly from time to time.

7396. Two or three in a year?—I should say more.

7397. *Chairman.*] Would you have as many as five?—Not of people who were away so long as that.

7398. But of people that have been away any time?—Yes; I have cases from the south every other week, but then they may be cases in which the man has not been six months out of the parish.

7399. Mr. *Crum Ewing.*] I meant people who have been away from 10 to 20 years; how many of that kind would you have?—Well, my memory does not serve me.

7400. Mr. *Cameron.*] I suppose that, whether exceptional or not, the principle would still remain; it is unfair that persons who have spent all their lives in one part of the country, and have expended their wealth, and power, and strength there, thereby adding to the wealth of the place, should then return to the parish of their birth upon which, in common justice, they should have no claim?—I think it is a very great hardship indeed. I could give the total number of cases that have been claimed upon the parish for a year or two past.

7401. *Chairman.*] We will say of persons who have been away long enough to obtain a settlement under the Act, say six years and upwards?—Yes, I will ascertain that.

7402. Mr. *Cameron.*] But you think that the law of settlement might fairly be altered to such an extent as to combine parishes in towns for the purposes of settlement, and to prevent an individual who has once acquired a settlement from losing it without acquiring a fresh one?—Certainly.

7403. And that would meet all the objections which have been raised against the law of settlement from rural districts?—Precisely.

7404. I suppose that you have had a great deal of conversation and correspondence with other inspectors in rural and Highland parishes during the time that you have been at your board?—Yes, I have.

7405. Do you find that there is but one opinion amongst them all as to the hardship of the present law of settlement?—With regard to the country parishes, we are at one with reference to what we considered the hardship of the cases to which I have referred.

7406. Of course I am only alluding to country parishes?—I understand that; but, of course, town inspectors take a very different view of it.

7407. *Chairman.*] May I ask you whether there are any paupers who come on your roll as having acquired a residential settlement in your parish?—Yes, we have had Irishmen gaining settlement with us.

7408. Have you had any cases (other than Irish) of persons born in other parishes, and a

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ring a settlement upon you?—Yes; I think the most expensive pauper upon our roll just , at least the most troublesome one, was not n in Kilmallie.

409. Mr. *Crum Ewing.*] Have you ever occon to send any back to the parish of their h?—Yes, we have; whenever we find, of rse, that they have not resided with us the utory period.

410. Are the instances frequent?—No.

411. Not so many as the other way?—In our sh I have not above 30 or 40 applications in ar.

412. Mr. *Cameron.*] Could you send in a ement of the number of paupers that you l back to the parishes of their birth?—Yes, cases will be very few indeed.

413. *Chairman.*] Following that up, would see any objection to making the birth settlet the only settlement?—I should certainly ct to that.

414. Why?—For the very good reason that ink that the law is very good as it is, only the difference I have pointed out. In the you have put, every person who resided in nburgh or Glasgow belonging to the parish of allie, let him reside 30, or 40, or 50 miles y from Killmallie, would be sure to come k to us.

415. But would it not work equally all over country, because I suppose that birth settlets are equally distributed?—No.

416. Mr. *Cameron.*] Nobody comes from Glas- to work in Kilmallie?—Very few indeed.

417. *Chairman.*] There will be some?—Very .

418. There will be some?—It is a rare inice; we have just two paupers in the parish who get relief from Glasgow, and we have from Edinburgh.

419. Mr. *Cameron.*] Is there any kind of dicraft in the parish of Kilmallie which is ly to attract the Glasgow artizan?—I should k not.

420. Mr. *Orr Ewing.*] And I suppose that young men from your parish are constantly g to the centres of labour?—They are.

421. And young women too?—And young nen too; in short, we find now that there is t difficulty in getting domestic servants, they so attracted away to Glasgow and Edinburgh.

422. And if the law were changed to a birth lement, and these people were sent back to when they became old in the towns, it might ost amount to a confiscation of highland proty?—I do not know what the results would t all.

423. Mr. *Cameron.*] With regard to lunatic lums, were do you send your lunatics to?—e parish is partly in Argyllshire and partly in ernesshire, and we are bound to send those n up in Argyllshire to Lockgilp Head and others to Inverness; but just now we have one in Argyll Asylum, and seven in Inver-s.

424. What is the cost of each lunatic in the yll Asylum?—About 9 *s.* 6 *d.* a week just , about 24 *l.* a year.

425. And what is the cost in the Inverness lum?—The Inverness Asylum has raised the s of boarding since November last to 32 *l.*

426. Can you see any good reason for that rence?—No, no good reason for it, nor any on at all.

7427. Are the lunatics in the Argyll Asylum as well looked after as they are in the Inverness Asylum, where the rate is higher?—I have no doubt whatever of that. I would rather not state my experience to the Committee under that head.

Mr. *J. Miller.*

29 June 1869.

7428. *Chairman.*] We rather wish for the information, if you please?—My experience of the Argyll Asylum, is that it has been very well conducted indeed, whereas my experience of the other asylum is quite the reverse, and, in proof of that, I state that they have raised their rates of boarding to 32 *l.* a year, assigning as the only reason the rise in the price of provisions. They assigned that reason in November last, and now when bread is selling at 5 *d.* a loaf in Inverness, they say that it is on account of the rise in provisions. That is all the reason that they have assigned for it, and we think that it is a hard thing indeed for us to have to pay that sum when we have reason to believe that it is a different cause.

7429. Mr. *Loch.*] Is it not the case, that in consequence of undercharging the pauper lunatics in past years, a debt has been created in the Inverness Ayslum, which they are now seeking to pay off, by charging more than the proper cost of the lunatic pauper?—I do not believe that.

7430. Have you not heard that statement made?—No, they have not given us the satisfaction of telling us that that is the reason. All the satisfaction that they have given us is to tell us that the rates of boarding were raised because of the high price of provisions, and that they have the sanction of the Board of Lunacy for raising them. Now, our chairman took the trouble of going to Edinburgh, and called at the Board of Lunacy, and found that there was something else than that.

7431. *Chairman.*] What was it that he found?—Perhaps you had better not ask me that.

7432. I am afraid that we must, and we will take the responsibility; what was it?—If the chairman comes up he will tell you all about it himself.

7433. Mr. *Loch.*] We must have the truth. Will you inform me, as a member of that board, and interested in knowing?—If there is a member of the board present, he ought to know that the management was not what it should be, that some monies were missing that should have been forthcoming, and that while there may be security for these monies being paid eventually, they have not been paid; at all events they were not paid some time ago.

7434. You mean during the time of the last clerk, Mr. Anderson?—Yes.

7435. There was mal-administration of the funds?—I believe there was.

7436. And proper accounts were not kept?—No proper accounts were kept. In short it created a good deal of noise, and Cadbol took up the matter, and if he had not done so, we do not know what the result would have been.

7437. Cadbol did good service, and Mr. Anderson was obliged to resign his position?—Yes.

7438. But have you never been told that there has been a deficiency caused in that asylum by their not charging enough for the maintenance of their pauper lunatics previously, that a debt has been created in consequence, and they are seeking now to pay off that by overcharging the present pauper lunatics?—I never heard it stated by any person that I could depend upon; I have

Mr. *J. Miller.*

29 June 1869.

heard various surmises; I heard one person say that too many coals were burnt.

7439. Supposing that such a statement as I have alluded to had been made, and such a cause alleged, do you think that it would be a proper mode of proceeding to charge the existing paupers more than the proper cost of keeping them in order to pay off a debt previously incurred?—No doubt the debt must be discharged in some way, but I think that they ought before they took that way of clearing it off, to have made to the respective boards interested a clear statement of the fact.

7440. Mr. *Cameron.*] Do you consider that the Board of Lunacy has not sufficient authority over these district asylums; would you give them larger powers to prevent these misdoings?—The Board of Lunacy has not sufficient power over the management; I do not know that they have strictly speaking, to do with the management; I think that they must confine themselves to the condition of the inmates, and look to that more especially.

7441. Then who are these managers of the district asylum responsible to, if not to the Board of Lunacy?—There is a district lunacy board constituted under the Act, and they are supposed to look after their own interests in the very same way that the parochial board is supposed to look after its interests.

7442. Then they are responsible to no one?—I am not aware that they are responsible to anyone.

7443. *Chairman.*] I suppose that it is in the same way as the Board of Supervision with the parochial boards; they do not trouble themselves as to what may be the expenditure in a parish; you may spend 5 *l.* a head or you may spend 20 *l.* a head for the pauper; the Board of Supervision does not interfere; that is a matter between you and the ratepayers; and I presume that it is the same case with the lunatic asylums?—I am not aware that it is otherwise.

7444. Mr. *Cameron.*] Do you think that the superintendent of the lunatic asylum has too much power, that his action interferes very often with what is desirable both on behalf of the parochial board who send the lunatic there, and also for the comfort of the lunatic himself?—I have no doubt that the superintendent has too much power as at present, because in point of fact he may keep a pauper in the asylum by sending in such a report to the Board of Lunacy, that that Board would never think of liberating that lunatic. We have had a case ourselves which I may state. In 1866 we sent a poor woman, the wife of a crofter, to the Inverness Asylum. She was in the habit of running away, and her husband was afraid that she would be found dead on the hill-side; therefore we pitied him, and sent her to Inverness thinking that she might improve. She was not there above a year or so when she was so maimed that she could not walk across the room without assistance.

7445. Mr. *Loch.*] Maimed in what way?—That is just the question; maimed in her limbs.

7446. Was any representation made to the Board of Lunacy on the subject?—Yes, I myself brought it under their notice.

7447. What took place?—The superintendent gave his own explanation (it may be correct); that she threw herself on the floor violently, one day, and in this way got injured. But such is the fact that she cannot walk across the room without assistance. Her husband thought, a the parochial board thought, that the poor wom might be removed to her own home, and accor ingly, by a minute, the parochial board a thorised me to have her removed to her husban house, and they made what I consider a ve liberal allowance for her proper keeping at hon I took the regular steps, but the superintende refused to allow her out, and he made such a r presentation to the Board of Lunacy, that I m self could scarcely ask her out, looking at t report that I saw. Sir James Coxe showed me, for I went to Edinburgh to see about There is this poor woman now in the asylum, a her own husband will not get her out.

7448. Mr. *Orr Ewing.*] What is the repo that the superintendent made?—He reported th she was at times subject to maniacal attacks, ve violent, and using improper language, and so o but altogether the report was such that the Boa of Lunacy would not have been justified in letti her out.

7449. Mr. *Cameron.*] What reason had you think that the report was not correct?—I did n say that it was not correct, but I say that if was correct I could not blame the Board f having refused their sanction to her remov But if that is the case, she is a very differe person from what she was when she entered t asylum.

7450. In fact, you think that the asylum d her more harm than good?—I am in a position prove that numbers of our lunatics have got me tally worse since we sent them there.

7451. Mr. *Loch.*] Who is the superintenden —Dr. Aitken.

7452. Mr. *Cameron.*] What is the course th you adopt when you wish to establish the f that a lunatic has recovered, and when you wi to send the lunatic home again?—When lunatic has recovered, the superintendent is bou to dismiss him. He dare not keep a lunatic that has recovered.

7453. But if he has partially recovered?—When a lunatic has partially recovered he m be removed from the asylum, by the paroch board passing a minute to that effect, and r ceiving the sanction of the Board of Lunacy.

7454. I do not quite understand how far y have shown the Committee that the superinte dent of the asylum has too much power, which y have stated that he has in your opinion. H far has he too much power, if you have to go the Board of Lunacy to sanction the removal a lunatic partly recovered?—No doubt the Bo of Lunacy is the court of appeal, and it is them to say whether the lunatic should be d missed or not. That is quite true; but I me this, that the superintendent may give such a c tificate, that the Board of Lunacy might deem their duty not to liberate the lunatic.

7455. *Chairman.*] You mean to say that t Board of Lunacy go entirely by the superinte dent's certificate?—Yes.

7456. And they will not institute a further quiry, if the certificate is such as to justify th in refusing to let the lunatic go?—One of Commissioners of the Board goes down p odically, and Sir James Coxe told me tha might ask them to send in a special report u any case where I thought it was necessary.

7457. Does not that afford a check on the act of the superintendent of the asylum?—I afraid that there is not a proper check on the

n of the superintendent. For instance, with gard to cases sent to the asylum at the instance the fiscal, the lunatics can be liberated pro- ling two medical certificates can be got other n that of the medical superintendent. If two dical certificates can be got, that the lunatic n be removed with safety, then he can be noved; so Sir James Coxe told me. But there this difficulty in the matter: the medical men ght go in to see the lunatic, and the superin- dent might say, "It is all very well, he is et now, but wait till to-morrow."

7458. But is not the superintendent the person st likely to know the real condition of the atic?—He should.

7459. Has he any interest in keeping him in? I think that he has an interest in having a full se.

7460. You consider that he has such an interest does not entitle his evidence to be entirely ed on?—Certainly, that is my opinion.

7461. Mr. *Cameron.*] And you would establish tricter supervision over the superintendent?— rtainly.

7462. Mr. *Miller.*] You are satisfied that some the persons there come out worse than they nt in?—I did not say that they come out, but t some have been sent in there, and have ac- lly got worse; and they are there still, and will there till they die.

7463. Mr. *Cameron.*] I suppose lunatics, unless y are violent, are always happier in their own nes?—I have no doubt whatever on that point, t I should never think of sending any lunatics an asylum that could be kept out with safety themselves and the public.

7464. *Chairman.*] You have a power of keep- them out, have you not, or are you obliged send them to these asylums?—We are obliged send every pauper lunatic to an asylum, unless have the sanction of the Board of Lunacy to being detained in a private house.

7465. I see you have a number in your list e in private houses?—We have.

7466. Every one of these has been allowed to kept in a private house, under the sanction of Lunacy Board?—Yes; and they are visited ularly every year since the Lunacy Board's titution, either by Commissioners or a deputy.

7467. Mr. *M'Lagan.*] Do you find any diffi- ty in getting people with whom to board these natics?—No.

7468. *Chairman.*] I see some of these cost as ch as those in the Argyll Lunatic Asylum?— u will only find one such case there, and it is eculiar case.

7469. There are six cases at 24 *l.* 10 *s.*?—Those the asylum cases.

7470. Mr. *Loch.*] What was the name of the man that got injured at the asylum?—Mrs. egregor.

7471. Mr. *Cameron.*] I suppose, when you use word "lunatic," it hardly expresses what is derstood, perhaps, by some Members of the mmittee; it means often people who are silly, dangerous; what one of the witnesses called racked" (I am talking of those in the private ases)?—They are all classed as lunatics, but of rse some of them are better than others. But those that we have in private houses are iet; we have some that can do a little work.

7472. *Chairman.*] I find that you have 10 natics in private buildings?—Yes.

7473. At rates varying from 10 *l.* to 12 *l.*?—Yes.

Mr. *J Miller.* 29 June 1869.

7474. One as low as 5 *l.* 9 *s.* 5 *d.*?—Yes, that is a peculiar case, and is not a criterion of what we give. That is the child of a well-to-do crofter, an able-bodied man with a croft and horse and cows, and we just took up that case from motives of sheer humanity, in order that the Commissioner or the deputy might visit the case from time to time, and our own medical officer visit the poor girl that we might try and do some good for her, because she was really a great object of pity, deaf and dumb, and unable to walk; a poor miserable creature.

7475. The others are put down at 10 *l.* or 11 *l.*, and one as high as 13 *l.*?—Yes, quite so.

7476. I see that you have got seven in the Inverness Asylum and one in the Argyll Asylum —Yes, that was the case for that year.

7477. I see that those in the lunatic asylum all come to 24 *l.* 10 *s.*?—That has reference to the year ending May 1868.

7478. Mr. *Orr Ewing.*] They have raised the rate since then in the Inverness Asylum?—Yes.

7479. *Chairman.*] With one exception, all the Inverness cases are marked at 24 *l.* 10 *s.*?—Yes.

7480. And that one case is 21 *l.* 11 *s.* 6 *d.*?—Yes, that sum of 24 *l.* 10 *s.* is what we paid for them to the asylum during that year, but subsequently they raised it. From the opening of the asylum in May 1864 to November 1867, the rate of boarding was 23 *l.* per annum; from November 1867 to November 1868, 26 *l.* per annum; and from November 1868 they are charging at the rate of 32 *l.* per annum.

7481. Then I find that the one case in the Argyle asylum comes to 10 *l.* 6 *s.* 8 *d.*?—That was for a period, a proportion of the year. You will find that the remarks explain that case.

7482. What is the annual cost in the Argyle asylum?—I stated 24 *l.*, or about that. I think it is 9 *s.* 6 *d.* a week.

7483. Then we may take it that the cost of maintaining your pauper lunatics in private houses is about half what it is in the cheapest lunatic asylum?—You may say so; less than that.

7484. When you speak of private houses in this list, you mean in families?—Yes.

7485. Mr. *McLagan.*] Are they labourers or small farmers that these people are boarded with? —Some of them are boarded with their relations. In every case in which we can make the paupers comfortable we have them boarded with their relatives, but we take very great care not to allow them to be boarded with their relatives if we think that they are to live on the allowance we give for the pauper. We take care that it is a comfortable crofter, and that they have plenty to eat.

7486. *Chairman.*] Is it your opinion that any of these pauper lunatics in asylums could as well be kept in private houses?—I have no doubt of it, that some could be better out than they are in.

7487. Mr. *McLagan.*] But those subject to violent fits you would put in an asylum?—I would never put any person out of an asylum that was dangerous to himself or another.

7488. *Chairman.*] How many of these in the asylum (there are seven in the Inverness asylum and one in the Argyle asylum) do you consider dangerous?—Well, I think that there are two in the Inverness asylum, at least, that ought to be out.

Mr. *J. Miller.*

29 June 1869.

7489. Sir *Edward Colebrooke.*] You have stated that some of the inmates of the asylums have become worse; have you no instances of any being cured who have gone from your parish into an asylum?—We have had only one case of a cure since the asylum opened.

7490. And has that person returned to the parish?—Yes; and is self-supporting now.

7491. You are aware that in insanity the chances of a cure depend very much upon its being treated at a very early stage?—I am aware that that is said, but my experience of it is that I have seen more cures performed out of asylums than in them. I am not prejudiced against asylums.

7492. I said when taken early; I meant that the chance of cure depends on its being treated well at an early stage?—I have no doubt it is well to take up the case at an early stage, as in every other disease.

7493. Do you think that your parochial board would take sufficient precautions in those cases without sending them to asylums?—I think they would; I think that we have been a little too squeamish on the point; that I, myself, have been a little too squeamish. There is one young man, in particular, that is there; I am not sure he should have been there at all. His relatives would have him away, and the medical officer said, "Do not take the responsibility of him."

7494. What provision could you make for him in the parish?—Send him to board in another house, taking him away from his friends altogether.

7495. Do you visit regularly those that are boarded out?—Yes; regularly.

7496. How often?—I am bound to visit them twice a year, but some of the paupers on the roll I visit, perhaps, 20 times a year.

7497. They are no great distance from you, so that you can easily pay them occasional visits, and see how they get on?—They are a considerable distance from Fort William, but the roads are good, and there are means of communication.

7498. *Chairman.*] How is it that you have so large a proportion of your pauper lunatics in the Inverness asylum?—Just from the fact that they were taken up in the Inverness portion of the parish. There is one case that was sent there by the Fiscal. I had no control over that case.

7499. Mr. *Cameron*] Are you satisfied with the present constitution of the parochial boards, or do you think they might be amended in any way?—I have no fault to find with the constitution of the parochial boards.

7500. Would you suggest the abolition, or the partial abolition of the system of giving mandates?—It has led to very great abuses in some parts of the country. I have no doubt that with us it has not done so; I would think it a very great hardship if a man were away from home that he could not give a mandate to a person to attend the meetings in his absence.

7501. You would not be in favour of any alteration in that respect?—No, not as far as country parishes are concerned.

7502. *Chairman.*] You have not found any inconvenience in your own parish from the system of mandates?—None whatever.

7503. I suppose that the great bulk of your Board are resident people?—Yes.

7504. Mr. *Cameron.*] You have never found them swamped by non-resident members?—No.

7505. *Chairman.*] Do you find any inconvenience from the *ex-officio* members of the Board?—Meaning thereby, what members?

7506. Proprietors of 20 *l.* of land are, in right of their property, made members of the Board, and then there is the parish minister who pays no rates, but is a member of the Board?—The parish minister alone is *ex-officio* in that respect, he being the only member who does not pay rates.

7507. If you look at the matter as to the parish minister, do you think that it is right that a man should be a member of the Board to dispense other people's money, he not contributing himself?—I do not think it is right; I think that every person who sits at that Board should pay rates.

7508. Mr. *Orr Ewing.*] I suppose the minister himself almost thinks so?—Perhaps so.

7509. *Chairman.*] How many members of the kirk session sit on that Board?—Six, including the minister; that is to say, they may sit if they think proper.

7510. Do they, as a matter of fact; have you the whole six on your Board now?—No, there are not three of them that attend regularly.

7511. But they are members?—They may come if they like.

7512. Mr. *Orr Ewing.*] Do you find the clergyman of the parish an efficient member of the Board?—He has not been attending regularly for some time.

7513. I suppose you manage the Board very much yourself?—No, I do not say that; I think we have had a very efficient chairman.

7514. Mr. *Ellice.*] Who is chairman of the Board?—Mr. MacLean, of Ardgour, and there are some excellent business-men at the Board.

7515. Mr. *Hamilton.*] Would you find any difficulty in getting that committee of appeal that you have talked of?—None, whatever; I could get three or four members of the Board in Fort William, who would just do the work of the Board, and who would meet the case.

7516. *Chairman.*] What is the total number of members of your Board?—I think we have 40, altogether.

7517. Is not that rather a large body?—They never meet in that number.

7518. Would it not be better to make the whole Board elective and have a smaller number?—I would not say that, because it might happen that those who had the greatest stake in the matter might not be represented then, or their interest might not.

7519. Mr. *Cameron.*] Have you any other observations that you wish to make?—I have this other observation to make, I would have a classification of paupers; what I mean by that is, that I would treat an honest, industrious labourer and a decent widow very differently from the indolent, and the dissipated, and the improvident, who have just been looking forward for years to becoming a burden on the public. In the case of the former, the person who is a proper object of relief, I would never offer the poor-house. But I would wish to protect the Boards in this way, that any relief granted to them could be recovered from relatives liable in law by a much more simple process than at present; that is to say, that it should be made a common debt as against the relatives.

7520. Mr. *Armitstead.*] Would it not be very difficult to distinguish the deserving and undeserving,

ving, and to classify them?—I do not think t we would have much difficulty in country ishes, where the history of every individual per is known; there is that great difference ween country parishes and town parishes. know the history of every pauper long ore he comes upon our roll.

521. *Chairman.*] But you must have some d rule to go by, or there might be a difference pinion; one Board might think one man erving, and another might think him not erving; how could you draw the line?—With ard to the granting of relief, we might go on we are doing, applying the test in every btful case; but take the case of a man who ot considered able-bodied, that is who cannot port himself and his wife, and perhaps two dren, but he is able to do a little work, and t little work he is not willing to do. Now, in h a case as that, if the man had become a per through his own improvidence or dissipa-, I would make that man work—I would r him work (and parochial boards would have difficulty in the country in getting work suffi- it to test such cases as these under the Public alth Act), and I would make the allowance of h a man as that, who could do a little work, lepend very much on the work he would do.

522. But I suppose it is in the power of the pchial board to say that now?—It is in their er to say so now; but I am not sure that y do it now.

523. You could not make them do it by Act Parliament, I suppose?—You could make m do many things by Act of Parliament.

524. If they have discretion, and ought to tect the rates by looking after the paupers in way you suggest, surely it is their duty to so now?—I presume you think that some of m have not been discharging their duty.

525. I only want to know what is your gestion. I gather from you that you admit t it is in the power of a parochial board mselves to adopt the rule you suggest?—And have done it in some cases.

526. Therefore there is nothing in the law to vent your doing it?—Nothing.

527. Mr. *Ellice.*] About the support of the r by their relatives, would you increase the a of relationship and make it interlateral?—, I would not do that; I would consider it a y great hardship for an industrious brother to e to support a brother or a sister who had ived at pauperism through their own fault. country parishes like ours it would be ruinous; would never work at all.

528. You would not make them, even in part, pport their pauper relatives?—I certainly uld object to compel them to do so by law.

529. Mr. *Cameron.*] Do you find much diffi- ty in proving cases of illegitimacy?—We e been applying the test very much in all h cases. I am not sure, however, that justice done to all that class of cases by offering the t to the mother and to the child. For that son I am prepared to suggest that the paro- al board ought, in every case in which there been an application by the mother of an ille- imate child, if possible to have the paternity ablished.

530. Would you do that by a criminal process, suggested by the last witness?—What I would in that case would be this: I would have the ernity established, not by the present tedious process, but by small debt action raised against the father or the reputed father.

531. *Chairman.*] Is not the real difficulty which you have to contend with, to catch the individual who is supposed to be the father?—The difficulty is that we are not trying it sufficiently, I am afraid. I am afraid it is not looked after sufficiently.

532. Mr. *Hamilton.*] You are discouraged by the expense and trouble?—Yes.

533. Mr. *M'Lagan.*] But is it not the case at present that you can prosecute the father by a small debt action?—No; because it is an action of filiation, I think that is term the lawyers apply to it, but it is a tedious process.

534. But having got the decree against him, you can then prosecute him?—In every case in which decree would be obtained against him, I would proceed against him criminally then, and I would have the man imprisoned until he would afford reasonable security that the child would be supported.

535. *Chairman.*] Is not one of the difficulties the fact that the law requires that the man should be found able to support the child before you can do anything with him?—That is the difficulty, but I think it could be got over by obtaining a decree, and leaving us to make it good or not, according to circumstances. I have known a case where a decree was obtained by my predecessor against a man for the support of his mother, and 10 years after I recovered the money, the decree all the while hanging over his head.

536. Mr. *M'Lagan.*] You are aware that the parochial boards have, at present, no power to give retiring allowances or superannuation to their officials?—I am aware of that.

537. Do you think that it would be any advantage if that power were given to them?—I think it would be simple justice to the inspectors.

538. Do you think it would be any advantage to the ratepayers (to take their case in the first place)?—Well, as it concerns the ratepayers, I have not studied it, but I should say that it ought to be an advantage to them in this way, that when an inspector of the poor had a security of maintenance, he would really study the interests of the ratepayers; it would cause him to do so.

539. Would it not be an advantage in this way, that when an inspector became not so efficient from age, or any other cause, if he knew he could get a retiring allowance, he would retire upon it?—Yes.

540. And it would be an advantage to the ratepayers in that way?—Yes.

541. And you think it would be a case of simple justice that the inspector should get a retiring allowance when unable to work?—Yes, that is my opinion.

542. Do you know the feeling of the Board on that question; has it ever been canvassed at your meetings?—No, we have never discussed it at our Board meetings.

543. Have you ever heard it discussed at all amongst inspectors or others?—It has been discussed; I believe there was a Bill in the last Session before Parliament to make it permissive on the part of parochial boards to grant retiring allowances to inspectors.

544. And if that Bill was talked about in your district, how was it?—We had no meeting about it, but we talked about it privately, and thought

Mr. *J. Miller.*

29 June 1869.

thought it a simple act of justice to the inspector. I would consider it a great hardship if an inspector gave nine or ten years to a parish, or the best part of his life to a parish, that he should not have a retiring allowance, more or less. I felt it in the case of my predecessor, whose health broke down. I think that he should have had a little retiring allowance according to the time he had served.

7545. *Chairman.*] Are you collector as well as inspector?—I am.

7546. Mr. *Miller.*] It is only in the small parishes that they are inspectors and collectors together; or they take it along with their other business, and do not devote their whole time to it?—Yes.

7547. Do you think that they ought to be pensioned too?—They ought to be pensioned in proportion to the salary they get from the Board. I do not say that a man getting a salary of 30 *l.* a year should get as much in the way of pension as a man getting a salary of 150 *l.* a year.

7548. *Chairman.*] May I ask what salary you get as inspector?—£. 90.

7549. And as collector?—As collector 30 *l.*; and I am registrar besides for the parish. The parochial board gave me that post before I was appointed as inspector. My board has dealt very liberally with me, and I think that my salary is quite adequate.

7550. Do you find that attending to the poor in your parish occupies most of your time or the whole of your time?—It does not occupy the whole of my time.

7551. Mr. *M'Lagan.*] May I ask how the accounts of the Board are examined or audited?—The accounts of the Board are audited nominally by the agent for the National Bank, but really by his head clerk, a most competent auditor, too, he is. I have very great comfort in the idea that my books go through the hands of a competent auditor.

7552. Once a year?—Once a year.

7553. There have been defalcations of inspectors of parochial boards in the North of Scotland; have you heard of any; you may have seen reports of them?—I have seen reports of them.

7554. You do not know any of them?—I cannot speak to them personally.

7555. *Chairman.*] Have you any further suggestion to make?—I have spoken with regard to the liability of the relatives. I am clearly of opinion that all relief given should be held as a common debt.

7556. What do you mean by "held as a common debt"?—I mean that we could pursue the relatives by a small debt action, and that the sheriff should not have power to determine whether the individual was able or not. He would be bound to give decree, leaving us to realise or not.

7557. Do not you think that that might be worked rather harshly?—I do not think it, because we would never pauperise a son in order to recover what we gave to the father, and we would, I have no doubt, use it judicially; we would have a check then, which we have not at present.

7558. Mr. *Miller.*] That is to say, you would not pauperise parties in your own parish; but supposing they were in another parish, what interest would you have in not pauperising them?—I do not think that it would be justice to pa perise a person in any parish.

7559. *Chairman.*] But it would give an abs lute power to parochial boards to use this dec at their own will and pleasure, whenever th thought that the party was able to pay?—D cidedly.

7560. Would not that be rather a harsh pow to give?—I do not think it would, ever keepin in mind that we would not pauperise the ma I would wish it more as a check, because my perience of the law in that respect has been ve painful, indeed.

7561. Then what you mean is this, that if y could prove to the sheriff that you had relieved party, and that that party had a son, you shou get decree as a matter of course against the so —Decidedly.

7562. Whatever the state or condition of th son might be?—Whatever the state or conditi of the son might be; but I should take ve good care, indeed, to bring no case before t sheriff, if I did not think that the person was ab to support his relative.

7563. You might not; but might it not b rather difficult for human nature to resist the d mands of ratepayers to ease them from the burdens, when once they had this rod in the hands?—I do not think that all the virtue of th country is in Kilmallie; I think that they wou be kindly treated there as elsewhere. There another suggestion I would take leave to mak (perhaps I am going too far in making it); I a clearly of opinion that the blind, and the dea and the dumb, as well as lunatics, should be su ported by the State. I know that in some cas the deaf and dumb do not get the proper in struction, because the father may happen to b an able-bodied man, and the poor child lives an dies without instruction.

7564. Do you mean that you would make it rule for the State to maintain all deaf, and dumb and blind, in all classes, or do you point merel to paupers?—Only in cases where the relative were not able to do it.

7565. Mr. *Miller.*] In pauper cases?—N exactly in pauper cases.

7566. In the case of those who could not edu cate them otherwise?—Yes.

7567. Mr. *Ellice.*] In indigent cases?—Ye Take the case of a poor crofter who has five six in his family, and has enough to do to mak two ends meet. In such a case as that, the dea and dumb should be taken up by the State, a well as the blind. Then I wish to add this, would consider it unfair to deprive the inspecto of the office of collector, not because I happen t be collector myself, but because in very man country parishes the two offices can be unite with advantage.

7568. *Chairman.*] But suppose that the paris could save the expense of a collector by employin the Government collector for doing the work?— If the Government collector does it free of an charge, let him do it, decidedly; but so long a the collection costs no more than 2 or 2½ per cent I think that a parochial board should not grudg it to the inspector.

7569. But supposing that that per-centag could be reduced or saved altogether, it woul be an advantage to the country to have it saved —It would be a little saving. It is no advantag to a parochial board not to pay their inspecto properly.

7570. Th

7570. That is another question. An inspector paid 90*l.* a year, say; the presumption is that at salary is sufficient for the work that he does inspector?—Quite so.

7571. Then, of course, if he has not to do the llection, he need not get the 30*l.* which might the salary for that, and it would save the ntry that money, which would be very conerable, if you take into account all the parishes Scotland?—But then you would have at the ne time, I have no doubt, to increase the salas of your inspectors.

7572. You mean to say, then, that the inspecrs are not sufficiently paid unless they also get collection?—I mean to say that they are not fficiently paid in country parishes generally. I not mean my own case. I am not speaking of own case.

7573. Mr. *Miller.*] In country parishes the two ices are very often united?—They are, and th advantage, in my opinion.

7574. United with the view of getting people tter qualified than if they were separated?—s.

7575. *Chairman.*] Then there is no check if same man collects the money and spends it, ; it is contrary to the usual course of proeding in business, is it not?—But he does not end it at all. He is only the officer of the ard to dispense what they consider that every uper is entitled to.

7576. But he is the judge, in fact, of the exnditure?—Certainly not.

7577. He is the party who decides who are proper parties to be relieved?—He is not. is the parochial board that have to determine at.

7578. It is not the parochial board, in the first stance?—The inspector can admit no one to e roll.

7579. But he can relieve without asking the nsent of the parochial board?—Decidedly, on s own responsibility.

7580. Mr. *Miller.*] And, as soon as possible, brings the case before the committee?—Yes.

7581. And the committee do according to his sire, or not, just as they please?—Yes.

7582. That is the usual way?—That is the ual way.

7583. And that I suppose is the way that you opt?—Yes, I mean by "committee," my ard.

7584. There is generally a committee apinted by the board, which does that sort of rk, is it not so with you; the board is genally a large body, and it may be unworkable, d on that account they appoint a committee of emselves, who act as the board?—We have a nding committee, which I can call together in ses of emergency; but I never bring the apications for relief before that committee; I ways bring them before a meeting of the whole ard.

7585. How often have they their meetings?—e have stated quarterly meetings, and as often er and above that as occasion may require. I ink I have stated to you, that I wished to have e relief given to the pauper held as a common bt against his relatives, and one reason why I ished that is, because I am satisfied that there a good deal of collusion between parents and eir children, that is, when children are getting ed of supporting their parents, they just say the parent "Apply to the inspector and get relief, and whatever we can give you, you will get over and above." I have known cases where they have got help from the children whenever they got upon the roll, and I know a case of a parent that has six sons, and he is upon our roll, and we cannot proceed against any of them, because we are afraid that we would not get decree; they would come up before the sheriff and plead great poverty.

7586. Mr. *Armitstead.*] They would only apply for out-door relief?—Yes.

7587. But do not you think that when children are not able to support their parents wholly, they might give them part, and the parochial board by giving them assistance, might prevent them from coming on the poor's-roll altogether?—But whenever they get any parochial relief, they must be admitted to the roll.

7588. I mean that they get partial relief from the children; they may not be able to support them altogether, but they may be able to support them partially; if the parochial board does the other part, it relieves the parochial board from supporting them altogether?—My experience is this, that whenever they get upon the roll, every one of them tries to get what the other has; and, poor creatures, I would not like to be hard upon them, because very likely I should do the same myself. I was just going to state that I know cases of whole families brought up by our board, leaving their parents to be supported by our board, after they themselves became men and women.

7589. Do not you think that the poorhouse would be the best way of checking that?—No, I do not think that; that might be punishing the parents for the fault of the children.

7590. Sir *Edward Colebrooke.*] Can you not enforce the law against the children after they have grown up?—That is just the difficulty that we have; the sheriff might decide that they were not able to support their parents.

7591. *Chairman.*] Do you find that your paupers waste the relief given to them at all in drink?—No, there are very few of them, indeed, that do that. I know everyone of them, and I know their history. In the country it is different from the town. We know their history before they apply to us at all, and when I hear something about more inspection being needed, that cannot apply to country parishes, because the inspector knows every one of them.

7592. Do you mean to say that in your parish there are not the same habits of drinking that obtain in other parishes?—I think decidedly not.

7593. You are a more sober-minded people, and that is the reason why your paupers come to such a great age, is that so?—They are very well behaved. There is one statement that I forgot to make, and that is this. In 1858 we merely carried into effect the recommendation of the Board of Supervision with regard to the application of the test as a check upon the pauperism of the parishes. That recommendation is contained in their report for 1858: "We are not of opinion that the introduction of the Irish system into any part of this country would be found either necessary or practicable, but we cannot doubt that the extension to all parts of the Highlands of the legitimate check afforded by the proper application of the poorhouse test, as it is in Scotland, has become necessary to correct the evils described in the report of Mr. Briscoe." I may state that I was intimately acquainted with Mr. Briscoe. In the Highlands we have a general superinten-

Mr. *J. Miller.*

29 June 1869.

dent who visits us periodically, and his visit to every inspector who wishes to keep things in order is a welcome visit, because they have suggestions from him, and they have done a very great deal of good. With a view to avoid litigation I would leave all cases of disputed settlement decided by a paid arbiter, who might be a member of the Board of Supervision.

Mr. JOHN MACKIE, called in; and Examined.

Mr. *J. Mackie.*

7594. *Chairman.*] You are Editor of the "Northern Ensign" newspaper, I believe, published in Wick?—Yes.

7595. And you heve resided in Wick for a number of years, I believe?—For 25 years.

7596. I believe, during the greater part of that time, you have been a member of the Wick parochial board?—I have been; and of its principal committees.

7597. You are still a member of the board?—I am.

7598. You have been in the habit of attending all its meetings?—I have attended almost every meeting since I became a member.

7599. You are a member of most of its committees, you have told us?—Yes.

7600. And have taken an active part in the management of the poor?—I have.

7601. And I believe that you have paid a great deal of attention to the working of the poor law in other districts in the northern parts of Scotland?—I have.

7602. You were the convener of the committee in Wick that drew up a report on the operation of the poor law?—I was.

7603. Will you hand it in?—Yes (*handing it in*).

7604. I believe that this report was drawn up, to some extent, with a view to the inquiry announced to take place before this Committee?—Yes; and copies were sent to a large number of parochial boards.

7605. Have you turned your attention to the question of the constitution and power of the Board of Supervision?—I have.

7606. Will you give us your views on that head of our inquiry?—My views in regard to the constitution of the Board of Supervision are that it is wrong in principle to have such a board. It is not representative in its character; its meetings are private; and, so far as its operations have hitherto been concerned and my experience goes, it has destroyed entirely all effective local government.

7607. Do you mean that it has interfered injuriously with the conduct of local affairs?—I think so.

7608. Can you instance any cases to prove that position?—We have had a good many cases; there are three cases referred to in the report of the Wick board, which I have handed in.

7609. Will you read the first of those cases?—It is the case of a pauper chargeable on Latheron parish, a parish next to Wick: "An old and almost entirely bedrid woman. The Latheron medical officer some time ago visited this pauper at her house in Pulteney town, and having thereupon certified that she could be removed to Latheron Poorhouse, that board offered her in-door relief, and on her failing to accept of it, her allowance was ordered to be stopped. Meanwhile, the Wick inspector found that the pauper was ill and starving, and he therefore applied for advice to the Board of Supervision, who ordered him to respect the orders of the Latheron board, and consequently leave the woman to starve. The revising committee, approving of the inspector's conduct in giving temporary relief, and regarding the Wick board as responsible for the life of the pauper, and bound to supply her with needful sustentation, ordered her to be relieved, and were fortified by a strong representation and certificate from the medical officer of the district. Repetition has been claimed from Latheron board, which shelters itself behind the indorsation of its proceedings by the Board of Supervision." A case was soon after brought on in the sheriff's court at the instance of the Wick board against the board of Latheron for repetition of advances, and after being fully heard, the sheriff gave decree in favour of Wick and against the decision of the Board of Supervision.

7610. Mr. *Hamilton.*] On what ground?—On the ground that as the pauper resided in Wick the parochial board of Wick was legally responsible for the life of the pauper.

7611. Mr. *Miller.*] Was that against the view of the Board of Supervision?—It was.

7612. *Chairman.*] Have you any other case to mention?—A case occurred about three months ago in regard to a man who had been for some years a recipient of poor relief; the board thought that he was unworthy of it, and applied the poor house test; he refused to accept it, and appealed to the Board of Supervision, who sent down the paper to Wick, with a view to obtain our remarks. We adhered to our decision to give him in-door relief. He thereupon represented to the Board of Supervision that he had living with him a grandchild, an illegitimate child of a daughter a married woman, living in the same town, and quite able to support this child; and the Board of Supervision decided that the test which was applied to the man was wrong, and threatened to pass a certificate that the man had a good claim against us in the Court of Session.

7613. Mr. *Ellice.*] Did the Board of Supervision give any reasons for that?—None; they never give reasons. Rather than enter the court with a pauper we were obliged to yield, and they gave relief to this man, and the child also, although his mother was living in the town and was a married woman.

7614. Have you any papers explanatory of that case?—None.

7615. Have you not the original statement that was sent to the Board of Supervision regarding it?—I have not, but I have it most vividly in my recollection, and I have stated almost the *ipsissima verba* of the correspondence.

7616. Sir *Edward Colebrooke.*] When did this last case occur?—About four months ago.

7617. In the case of the present year?—Yes.

7618. Mr. *Ellice.*] You must have entered into details with the Board of Supervision, I presume?—No, we did not; we stated the broad principle that we were not bound to give out-door relief to the man.

7619. You stated no other reasons?—No.

7620. Mr. *Hamilton.*] You did not state that

th

mother was in the town?—We did, and told Board of Supervision as to the child.

621. Mr. *Ellice.*] Did the Board of Super- on ask any reason?—Yes; why we should ıse the man out-door relief.

622. And you gave no reason? — We said t we considered in-door relief the proper mode.

623. You did not answer their request for ons?—We told them about this child, and e them the whole details about that.

624. Mr. *Anderson.*] You think that the rd of Supervision acted in a harsh way to- ds your board?—We think that it was not harsh, but that it was not legal.

625. And you could not contend against them ause they were too big a power, was that it? could not go to the Court of Session to fight h a pauper, because, whichever way the deci- ı went we were involved in a large amount expense.

626. Mr. *Ellice.*] Do I rightly understand ı you that the Board of Supervision have a ıt to dictate out-door relief?—No, but they e a right to say whether in their opinion the lication of the test is correct; if they conceive s wrong, they pass a minute, stating that the licant has a good ground for entering a case he Court of Session.

627. But has the Board of Supervision the ıt to interfere with the discretion of the paro- ıl board in giving relief, either out of doors or he poorhouse?—They have done so.

628. *Chairman.*] They have it in this way, t if they think the refusal is improper, they grant liberty to the pauper to go before the rt of session and prosecute the board?—That o.

629. Mr. *Ellice.*] But the answer to that ore the Court of Session would be, the offer of door relief?—It is true; but before that comes, rge amount of expense is incurred in the pre- inary process.

630. Mr. *Miller.*] Practically you are con- lled by the opinion of the Board of Super- ion?—Practically we are.

631. Sir *Edward Colebrooke.*] In the first of se cases that you have given us, the pauper s chargeable upon another parish?—Yes, and ding in Wick.

632. Do you consider that you are entitled give that pauper relief, irrespective of the im upon the other parish?—We are bound to it at common law.

633. But if that parish offers the poorhouse? But we had our medical officer's certificate t the woman could not be removed, and that was lying bed-rid.

634. That she could not be removed to the rhouse?—That she could not be removed; Latheron officer thought she could be, and officer thought that she could not.

635. The Board of Supervision was in some ficulty to decide which of the two was right, I pose?—I do not think it; the medical officer the parish in which the pauper resides is the per judge, and not the officer who comes only e in a year.

636. Mr. *Ellice.*] As to this order of the rd with regard to the man, I see it stated in report, that the Board of Supervision insisted provision being made for that grandchild, be- e they allowed the in-door relief to be admin- red to the man?—Yes.

637. Did the parish offer to provide for that illegitimate child?—We are not bound to do so; the child is the child of an able-bodied individual.

7638. Are you not bound to provide for an illegitimate child?—No, not if the mother is able-bodied and able to support it.

7639. Are you not bound in the first instance to take care of the illegitimate child, though you may have recourse against the parent?—The child was not on our roll at all.

7640. But was it not legally entitled to be on your roll?—No.

7641. Mr. *M'Lagan.*] Had any claim been made for it?—None whatever. Had the child been one of our paupers, it might have been a different story; but the child was the illegitimate child of a married woman living with her husband, and living in comparatively comfortable circumstances. By means of a private family arrangement, this child lived with its grandfather; but we had no connection with the child at all, and it was merely an excuse on the part of the grandfather to save him from going to the poorhouse.

7642. *Chairman.*] Have you another case to bring before us? — Another case is that of a woman, "An able-bodied woman in the opinion of the board, a widow, having living in family with her two daughters, aged respectively 18 and 12 years. The board refused relief, and on the sheriff ordering temporary relief to be granted, it was offered in the poorhouse. Applicant thereupon applied to the Board of Supervision, and an order was sent down to the inspector of Wick to provide for the daughter of 18, as well as the mother and daughter of 12, or a minute would be passed to the effect that the applicant had a good case to enter the Court of Session against Wick, because the Board of Wick, while offering in-door relief to the mother and younger daughter, had made no provision for the elder daughter of 18, whom the medical officer of the district certifies to be able-bodied, and quite fit for domestic service." I hold the whole correspondence which took place between the Board of Supervision and the Board of Wick, in my hand.

7643. Sir *Robert Anstruther.*] Is there any note of the attendance at the Board of Supervision when these decisions were come to?— None whatever.

7644. Who are they signed by? — By Mr. Skelton, the secretary.

7645. And he speaks in the name of the board as a board?—Yes.

7646. You have no evidence to show whether those meetings were attended by the full members of the board, or only by the chairman and a quorum?—No.

7647. *Chairman.*] Was not this the ground of that decision of the Board of Supervision, that they thought that it was not right that the girl of 18 should be left outside, to shift for herself amongst the temptations of the world?—It will be found, from the correspondence, that the mother and daughter lived in the same house as a son of the widow and brother of the daughter.

7648. But the brother would not be obliged to keep the sister?—Not obliged; but they insisted upon our providing domestic service or respectable lodgings for the girl. Now, it was not necessary to provide lodgings, because she was living in the same house as her brother; besides, the principle that we were bound to provide either domestic service or lodgings would be to

Mr. *J. Mackie.*

29 June 1869.

throw the management of the parochial board into confusion.

7649. Had this case taken place during the chairmanship of Sir John M'Neill?—Partly; it began in November last.

7650. Mr. *Ellice.*] Was there any particular motive of the parochial board in refusing the application of that woman, that some means should be taken to protect the morality of that girl of 18?—But for the special circumstances of the case, it is very possible that we might have granted the application; but we knew the case, which the Board of Supervision did not; we knew that she was living in a house with her brother, and required no protection.

7651. You do not appear to have stated this to the Board of Supervision at all?—We did not require to state it, on two grounds. In the first place, we held, on principle, that we were not bound to attend to the girl; and, in the second place, it will be found that the mother made another statement, equally untrue, in her report to the Board of Supervision. This daughter, she said, was sickly. Now, having shown to the Board of Supervision that that statement was erroneous, we naturally thought that the Board of Supervision would not entertain any further reports from her.

7652. It is the fact, is it not, that this correspondence has proceeded upon the assumption that that girl had no other protection?—I do not know; but supposing it were so, there is, of course, an important principle involved in that in connection with the mothers of illegitimate children; if parochial boards are to admit this dictum of the Board of Supervision that able-bodied women should be provided for in domestic service, and in other ways, then we might give up entirely the adoption of the poorhouse; every woman with an illegitimate child would come and say that sending her to the poorhouse would break her family up. I have another case to mention in connection with the Board of Supervision; we find that, as a general rule, the proceedings of the Board of Supervision towards boards generally, and towards Wick in particular, have been exceedingly arbitrary and tyrannical, and that we have not been able to get reasons for the resolutions at which they have arrived upon various questions, involving a very large outlay to the ratepayers. The case of the Wick poorhouse and the Board of Supervision illustrates this. Soon after the official visit of Sir John M'Neill to Caithness in 1853, the subject of poorhouse erection was, on his suggestion, brought under the notice of the various parochial boards, eight of which out of 10 in the county resolved to combine with that view, the result being the Thurso combination poor-house, for 149 inmates, at a cost exceeding 7,000*l.* The parish of Latheron soon after followed by building for itself, at a cost of about 3,500*l.*, a house with accommodation for 50 inmates. There was thus accommodation in these two houses for 199 inmates, but not more than 20 beds were occupied. The result was, to leave Wick the only parish in Caithness having no connection with the poorhouse system, and the consequence was, that it rapidly became, more than ever, an asylum from all parts of the county for decaying or evicted cotters, farm labourers, and others, till the board, with a strong repugnance to the poorhouse system, felt compelled, in self-defence, to entertain the question of poorhouse erection. The first feeling was in favour of taking from either of the other boards a temporary share in their poorhouse, but this failed. It was then resolved conditionally, to erect a poorhouse for the parish but the Board of Supervision would not consent without a pure and simple resolution. At last that was agreed to, and several years were spent in a vain attempt to get a site, pauperism, meanwhile, progressing with alarming rapidity, and the expenditure rising in proportion. A suitable site was at last obtained and purchased for 800*l.* of land held in feu from the British Fisheries Society which, after the plans had been drawn and approved of by the Board of Supervision, refused to sanction the erection of a poorhouse on their property. Meanwhile a majority of the board, seeing the two poorhouses nearly vacant, thought it would be an unnecessary expenditure to lay out some 6,000*l.* on another building, and at the end of a several months' contest, they carried a resolution to make overtures with the other boards for a year's use of a limited portion of one or other of their poorhouses. After great hesitancy the Board of Supervision consented, and 50 beds were taken for one year in the Thurso combination at 5*l.* each, besides the keep of inmates, the whole expense being upwards of 300*l.*, while only two paupers accepted the test, out of about 80 to whom indoor relief was offered. Shortly before the expiry of the year, the Wick board resolved not to submit to such an exaction, and made an offer of 3*l.* each for 25 beds, which the Thurso combination refused. A like offer was made to Latheron, and accepted; but the Board of Supervision arbitrarily declined, for reasons not given, to sanction the arrangement. Minutes were passed by the Wick Board, strongly urging the claim for consent; the chairman was specially sent up to Edinburgh to endeavour to move the Board of Supervision; but in vain. At last, within a few days of the year's expiry, and when the Wick Board were about to bring the matter before Parliament, the Board of Supervision relented, and sanctioned the arrangement conditioning their sanction with the Wick Board binding itself either to erect a poor-house for itself during the year, or enter on a permanent arrangement connecting itself with either of the existing poor-houses. The Wick Board were by no means favourable to a permanent arrangement preferring to test the operation of the system before finally committing the parish to it; but the Board of Supervision compelled them to it, and in the course of the year half of Latheron Poor-house was purchased for 1,000*l.*, and Wick, with the site which it purchased for 800*l.* still in its possession, has been obliged permanently to connect itself with the poor-house system. Since then the test of a poorhouse has been rigorously enforced, but only two or three of the Wick paupers have accepted it, the bulk preferring exclusion from the roll to the comforts of the poorhouse system.

7653. What distance is this poor-house from Wick?—Sixteen miles.

7654. Sir *Robert Anstruther.*] I think you mentioned first, that Wick was the only parish that did not enter into the combination in the first instance?—It was.

7655. And therefore all these ills that have fallen on the parish of Wick since that time have been, to some extent, consequent on that?—Yes.

7656. Why did they not enter into the combination

on?—The feeling of Wick was against the -house pure and simple; we were opposed he poor-house system. We thought that ough the result might be a small diminution he poor-rates, still the general effect would be favourable in the end; but in self-defence, ng a large number of other people coming pon us, likely to become paupers, we were ged to adopt it.

57. Where do these other people come ?—I have two returns which I have gathered the records of the Board; one of which rs the Wick poor who are natives of other shes, their age, where they were born, their ndents, and how long they were in Wick re.

58. Up to when is that return?—Up to a th ago; and the result is, that more than a l of the paupers on the roll in Wick parish ng to other parishes, the greater part of n being from rural parishes in the county.

59. What number is the total on the roll? ine hundred, including dependents.

60. And you have 300 of them coming from ide parishes?—We have 185, besides de- lents; about 10 per cent. of these are from nerland.

61. You said that from the other parishes in county more than one-third came?—No; third belong to the other parishes, the ter part being from rural parishes in the nty.

62. Can you give us any information as to re these people come from; I should like to w the number that came from the different es?—I have given it in a statement which I going to hand in.

63. Will you mention the parish supplying largest number?—I should say that the sh of Latheron supplies the largest number. then the parish of Latheron is a very popu- parish, 8,500 being the population of the sh. Then the parish of Watten, which is a paratively small parish, with only 2,000 of pulation, sends us 13.

64. Does it tell us in the Return why they their original parish?—No.

65. You used the words "are evicted ers," just now?—I presume, having used strong word, you are prepared to show that e at least of those paupers came into Wick use they were evicted?—There is no doubt ; a large number of them.

66. In what parish did the evictions take e?—In every parish; I do not say that they e all evicted.

67. *Chairman.*] Do the particulars as to the tions appear in that return?—No.

68. Sir *Robert Anstruther.*] It will be de- le that we should know from what parishes e evictions took place, if possible why those tions took place, and also what proportion of tions took place in each parish?—It would matter of extreme difficulty to ascertain that.

69. "Eviction," as we all know, is a strong d, and it is only fair, you having used the l "eviction," that we should know from nce the evictions were?—Well, there is not rish in all Caithness that is clear of evictions.

70. What do you mean when you speak of tions?—Houses have been pulled down to e way for large farms, and hundreds of fires out in Caithness as well as in Suther-

42.

7671. *Chairman.*] Do you mean recently?—I mean within the last 20 years.

7672. How late do you bring it down to?—It is not being done now to the same extent, neither was it carried on in Caithness to so large an extent as in other places; but it is being done still to a limited extent everywhere.

7673. Sir *Robert Anstruther.*] Your experience of Caithness is sufficient to enable you to know that throughout the whole county there are a very large number of hovels which it is not desirable upon any ground to have very much longer maintained?—I admit that to be so.

7674. *Chairman.*] Then may not what you call evictions have arisen from a desire to put an end to such a state of things?—Not entirely; to some extent they may.

7675. In order to do away with the Bothy system?—The very opposite; it has been to establish the Bothy system. The Bothy system has been in connection with large farms.

7676. Mr. *McLagan.*] It was done to get quit of the people?—Yes; but I must do the late Sir Ralph Anstruther the justice to say that he was the first to put an end to the Bothy system. He erected at a great expense a series of dwellings, which have been the means of exciting a sort of rivalry amongst others, leading them to follow the example with the most beneficial results. In order still further to test the fact whether a large number of our paupers come from other parishes, I went over the application-book of the Wick Board for a year, and found that, including dependents, the applications, which were 203 in number, comprehended 487 individuals; 117 of the 203 were not natives of Wick, and of the entire number 66, with 126 dependents (in all 192), or more than a third, had just acquired a settlement in the parish. Of these 50, with 90 dependents (in all 140), were natives of other parishes in Caithness, who had little more than acquired an industrial residence, and had spent most of their lives in these other parishes, chiefly rural. One case contained in this table is that of a man, a native of Ireland, who has been thrice, at great expense to our Board, removed to Ireland, and has as often returned, though criminally prosecuted as a rogue and a vagabond. He has again returned, and is now publicly begging, saving himself by not claiming parochial relief.

7677. Did not a number of these people come from the neighbouring parishes for the purpose of getting work in Wick?—Of course they had to come and get work, in order to acquire an industrial settlement; but they came within five years before being thoroughly disabled; they had no means of living in the rural parishes, having no houses to accommodate them.

7678. Are these persons old farm labourers and servants, and cotters?—Yes, most of them.

7679. Sir *Robert Anstruther.*] When they come into Wick for the herring fishery, they remain during the season?—They go to their homes at the end of the season.

7680. I think you mentioned that the Board of Supervision would not sanction your arrangement with the poor-house of Latheron until you were about to bring the matter before Parliament?—Yes; they gave us no reasons for their refusal; all they said was this, "If you do not bind yourselves to make a permanent arrangement, we shall not sanction a temporary one." We were very unwilling to commit ourselves to

Mr. *J. Mackie.*

29 June 1869.

the poor-house system, and having once been committed to a temporary application of it, it would have been a disastrous matter at the end of a twelvemonth, before we had had a fair test of it, to abandon it, and as the demand from the Thurso combination was so exorbitant, we went to Latheron. There is another difficulty that we have with the Board of Supervision, namely, that we have no power, in consequence of their arbitrary resolutions, to distinguish between deserving and undeserving poor. We think that we are the proper judges of a pauper being deserving or not, but the Board of Supervision establish an arbitrary sum which they think every pauper in a certain position is entitled to receive; and the result of that is that deserving and undeserving paupers are treated in the same way.

7681. But it is a question between able-bodied paupers and those that are not able-bodied, is it not?—No; if I find one man who is reduced to poverty through no fault of his own, and another man who spends all his relief in drink, I think the Board of Wick should have a right to say that they will give less to one man than to the other; that the Board of Wick and not the Board of Supervision has a right to distinguish the cases.

7682. But you can always increase the allowance without asking for leave, cannot you?—But we would rather decrease it in certain cases.

7683. Mr. *Ellice.*] Do not you know that the Poor Law only contemplates one sort of relief, the minimum?—It may be so.

7684. Mr. *Miller.*] Do not the Board of Supervision distinguish between the characters of the applicants?—When a pauper applies for an increase, we may say that we think he has quite enough, then the Board of Supervision inquire, and they say, "You do not pay this man the same as you give to other people of the same class."

7685. Do you know many of your paupers that spend the allowances they get in an improper way?—No doubt of it. We have another very serious fault to find in regard to the manner in which the inspector of the Board of Supervision comes round among us. Under Mr. Briscoe, the former inspector, matters went on exceedingly smoothly between the Board and him. Mr. Briscoe was thoroughly acquainted with the details of Irish pauperism, and brought his experience to bear on the pauperism in the north of Scotland, and he attended our meetings regularly, and when cases came up, those cases were discussed as they ought to be, Mr. Briscoe giving his opinion and the members giving their opinions. Since his death, the inspector has never come near us. We believe that he comes to the parish, but he never comes near us.

7686. What is his name?—Mr. Peterkin.

7687. Mr. *Ellice.*] Has he never asked your Board to have a meeting with him?—No.

7688. Are you aware whether that has been his rule in other neighbouring parishes?—I cannot say; I have a strong suspicion that it is not.

7689. Mr. *Miller.*] If it is his rule, is it a good one?—I think a bad one.

7690. Sir *Robert Anstruther.*] Is he inspector over a large district?—Over the whole northern counties.

7691. Mr. *Crum Ewing.*] What does he do when he comes to Wick?—I do not know.

7692. Does he go amongst the paupers?—Very possibly; we do not know.

7693. Sir *Robert Anstruther.*] Have yo asked him to meet you?—We do not know his intention to be in the district.

7694. Mr. *Ellice.*] Mr. Briscoe used to com regularly, you say; did he go more than once year to Wick?—I think we had him at ever revision of the roll.

7695. And he used to attend the Board whe he came?—Yes.

7696. And discussed matters with you, an gave you advice?—Yes, and received it. A first we had a great deal of difference with M Briscoe, so that there was a Parliamentary Re turn in regard to some paupers to whom h thought we had given too much; but, throug meeting him regularly, we afterwards got o most smoothly together.

7697. *Chairman.*] What you have to complai of is the action of an individual inspector, an not the action of the Board of Supervision?—You will find it stated in one of the Board Supervision's Reports that Mr. Peterkin is n to visit the Board, I believe.

7698. Sir *Robert Anstruther.*] When M Briscoe was present at your Board, he had n *ex officio* power; he was merely there as a pr vate gentleman, I presume?—Yes, and we wer glad to see him.

7699. He had no vote upon the Board; an if you had wanted to discuss any subject the discussion of which you did not wish him t be present, of course it would have been quit competent for you to request him to withdraw —Those subjects never came before us.

7700. Mr. *Miller.*] The fact still remains tha he did come?—Yes.

7701. That he was very useful to you?—Ye

7702. And you, in some respects, to him?—should hope so.

7703. And the man who is now inspector neve comes near you?—No.

7704. And you do not know what he do when he comes into the parish?—No.

7705. Mr. *Crum Ewing.*] Have you made an statement to the Board of Supervision in rega to that?—No.

7706. Mr. *Ellice.*] Does not Mr. Peterki examine your books?—I do not know, possibl he does; but I am constantly at the committee and I never saw Mr. Peterkin there.

7707. Mr. *Miller.*] You do not hear of th books usually unless there is something wron and then you have a long report about the mo trifling thing?—Yes.

7708. *Chairman.*] Was Mr. Briscoe in the hal of intimating to the Board when he was comin —Mr. Briscoe regularly wrote to the inspecto asking when the revision of the roll would b and took care to be present at the time.

7709. And Mr. Peterkin has never done that —No.

7710. But you have not made any repr sentations to the Board of Supervision on th subject?—No, we do not wish it; what we com plain of is that representations may have be made to the Board of Supervision of which w are not aware.

7711. Have you not made any complaint th any representations made are made without gi ing you an opportunity of answering them?—N

7712. Sir *Robert Anstruther.*] I understo you that representations might have been ma to the Board of Supervision which were not a curate?—It is very likely, and it is very pr sit

le that those three cases that I have referred to ght never have occurred had Mr. Peterkin met face to face.

7713. *Chairman.*] Do I rightly understand it while Mr. Briscoe was the inspector who ited you, you have had complaints to make of Board of Supervision that he could not re- ve?—We never made them after the first two three meetings when we became better ac- inted with one another.

7714. You mean that as long as you had Mr. iscoe attending to the business, you had no lt to find with the Board of Supervision? I do not say that in carrying out the details the management all was right in the in- idual cases of the poor. But there is a great ference between a general principle and the ard of Supervision's dictum affecting cases.

7715. These cases that you have given us in it paper, are all, I presume, cases that have urred under Mr. Peterkin's jurisdiction?—Yes.

7716. None of them refer to Mr. Briscoe's ne?—None.

7717. Mr. *Ellice.*] Have you never heard that, th respect to these cases that you had of diffi- lty with the Board of Supervision, Mr. terkin made any local inquiry?—In the first se that I referred to, I am aware that Mr. terkin recommended the Board of Latheron t to give way to Wick, that is in the case of e bed-rid woman, but the sheriff thought nerwise, and decided against him.

7718. Was the course that the Board of pervision afterwards took opposed to the w that Mr. Peterkin had advised them to ke?—No, the very opposite; Mr. Peterkin commended the Board of Latheron to take the ps that the Board of Supervision approved of.

7719. *Chairman.*] Do you know with regard to e other three cases that you have mentioned, nether Mr. Peterkin made any inquiry?—I do t.

7720. Have you anything further to say with ference to the Board of Supervision?—I think at the reports which the Board of Supervision aw up are exceedingly incomplete and unintel- ible in many cases; I do not think that any rson desirous of ascertaining the outlay in any lividual parish can ascertain that from their orts without a good deal of investigation.

7721. Sir *Robert Anstruther.*] As to the con- tution of the Board of Supervision, I do not ow whether you have read the evidence that had in the earlier part of our inquiry, show- g that, in point of fact, the Board is only ended by the sheriffs and the Chairman?—Yes.

7722. If that is so, the constitution of the oard as it sits is not the Board as it was nstituted in 1845?—No.

7723. Sir *Edward Colebrooke.*] Will you follow t your remark with regard to the incomplete- ss of the information in the reports of the oard of Supervision?—I mean that an indi- lual paying rates in any given parish will not able to discover under any column in that port the total expenditure of his parish in gard to the poor.

7724. Is there any expenditure that is not counted for there?—I think there is. If you ke the case of Wick, under the head of "Total nount of money expended," in page 117, of the t report, you will find 3,647 *l.* 5 *s.* 4 *d.* But s stated at the commencement of the table, "In the parishes marked with an asterisk, there has been an additional expenditure on account of poor-house buildings, particulars of which are stated in a separate Table." So that, in point of fact, it is not the total amount of money expended by a considerable sum.

7725. *Chairman.*] But the report contains the means of ascertaining that amount?—But it is not the "total amount" that is given.

7726. Sir *Edward Colebrooke.*] It gives the total amount for the year for the poor's building in a separate table?—Yes.

7727. *Chairman.*] What you mean is, that it requires a good deal of time and trouble to pick out the real truth of the case?—Yes; and I say that the report is incomplete in consequence of that.

7728. You mean that you have got to find part of the expenditure in one part of the report, and another part in another, and to make up calculations for yourself which ought to be shown there?—Yes; and a person looking over that table, and seeing "Total amount of monies expended," would naturally infer that it *is* the total amount of money expended, whereas there are a good many thousands under another table.

7729. Sir *Edward Colebrooke.*] The report does not give the rate in the pound of the valuation?—No, nor the rental of the parish.

7730. So that there is no means of comparing one parish with another as to the taxation?—None whatever.

7731. *Chairman.*] The collector has the valuation roll supplied to him every year, and might send it in to the Board as an official return?—Yes, it could be easily done.

7732. Have you ever made any remonstrance to the Board of Supervision upon this point?—I have not.

7733. Have you any suggestions to make on this head about the Board of Supervision, as to its constitution?—My impression, after long experience, is, that the Board of Supervision ought to be abolished.

7734. That is to say, you mean that you would leave the whole management in the parochial boards?—I would.

7735. Without any control over them?—Without any control, except that of a Secretary of State for Scotland.

7736. What would you substitute for the Board of Supervision?—The maintaining of a Sheriff as the Court of Appeal for the paupers; and in the event of the Sheriff not giving satisfaction, that the pauper should have the right to appeal to the Secretary of State for Scotland.

7737. Sir *Robert Anstruther.*] And that arrangement might be carried out with a diminution of expense?—A very large diminution of expense, and it would give the Boards a much larger amount of self-government than they can possess now.

7738. And you also think that the Secretary for Scotland, if he had a seat in this House, would be more amenable to public opinion, and more easily got at than the Board of Supervision?—In a great many questions besides pauperism.

7739. *Chairman.*] If I rightly understand you, you would wish to have a central controlling power, only a different one from the present?—Yes, I think so; there should be such in all well-governed countries.

Friday, 2nd July 1869.

MEMBERS PRESENT:

Mr. Anderson.	Mr. Fordyce.
Sir Robert Anstruther.	Mr. John Hamilton.
Mr. Armitstead.	Mr. Loch.
Mr. Cameron.	Mr. Mackintosh.
Sir Edward Colebrooke.	Mr. M'Lagan.
Mr. Craufurd.	Mr. Miller.
Mr. Ellice.	Sir Graham Montgomery.
Mr. Orr Ewing.	Sir D. Wedderburn.

EDWARD HENRY JOHN CRAUFURD, Esq., in the Chair.

Mr. John Mackie, again called in; and further Examined.

Mr. *J. Mackie.*

2 July 1869.

7740. *Chairman.*] Referring to the Board of Supervision, you have seen the evidence that has been given by Mr. Smythe?—I have.

7741. It appears from his evidence, that it was the practice that these inspectors, such as Mr. Peterkin and Mr. Briscoe, are not required by the board to do more than to go round and look at the books, without communicating with the parochial boards?—So it appears.

7742. At Question 28 he is asked, "When the inspector arrives at any particular place, is it made known, so that any person may have an opportunity of going to him?" and Mr. Smythe says, "No, I do not know that it is; he gives notice to the inspector, I imagine, but I am not sure that he does even that." So that it would appear that even the practice of the Board of Supervision does not require that he should do more than go round and look at the books as it suits himself?—It appears so; and I may take the liberty of contrasting this practice with the manner in which Dr. Mitchell, as Lunacy Commissioner, conducts his inquiries under the Lunacy Board. I have no feeling in favour of the Lunacy Board and its constitution; but I may say, in justice to Dr. Mitchell, that the manner in which he conducts his inquiries and visits the lunatics, contrasts most favourably with the practice of the officers of the Board of Supervision. Dr. Mitchell visits personally almost every lunatic in the parish; and when he finds anything needing attention, he personally calls upon the leading active members of the parochial boards, and represents to them what he finds necessary to be done in the case of the individual lunatic.

7743. It would appear to be not so much the inspector's fault as the fault of the board for not requiring them to do that which would lead to a much better administration of the law?—Yes.

7744. Whatever Mr. Briscoe did was done of his own accord, and not under the system of the board?—Evidently so.

7745. What is your experience of the results which have been produced upon pauperism by the Act of 1845. I want you to distinguish, as far as you can, between those effects which are due to the principle, and those which are due to the administration of the law?—My idea is, that a large portion of the recent increase is attributable to the establishment of a compulsory system which gives people the idea that they are entitled to relief.

7746. You mean of a compulsory assessment?—Of a compulsory assessment. We have in Caithness two parishes in which the voluntary system is still maintained, the parish of Watten and the parish of Bower. They are both neighbouring parishes to Wick, and my experience is that under that voluntary system the paupers of Watten and Bower are fully as well kept and as comfortable as the paupers of the parishes where the compulsory system has been in operation for 22 years.

7747. Will you state to the Committee how the voluntary assessment is worked in these two parishes?—The proprietors voluntarily contribute a share. I should say about a half, and the tenants another half; they voluntarily assess themselves.

7748. They meet from time to time, and ascertain the state of the poor, and assess themselves as far as necessary?—They have the same machinery, that is to say, the machinery of the parochial board is maintained in Watten and Bower the same as in the other parishes; the difference is that the assessment is voluntary.

7749. And what is the effect upon the poor, are they better cared for?—I should not say better, but they are fully as well cared for; they are not worse off.

7750. Can you give us the figures of the population and the pauperism in these parishes?—I can only give the numbers relieved in the various parishes and the amount expended (*having in a Return*).

7751. There are 10 parishes in this Return?—Yes, the whole of the county of Caithness. I have given the pauperism of the northern counties with the population in another table (*handing in another table*).

7752. Have you any table showing the rate per pound in these various parishes?—The only table I have is that which was obtained from your own Return some three years ago, in August 1866.

7753. That was up to May 1865?—Yes, I do not think

nk that there has been any material change he assessment since that time. I have also abstract of the number of paupers relieved, the expenditure in the parish of Wick for a es of years (*handing it in*).

754. Is there any difference in the ratio of rease of pauperism in the parishes which you e mentioned as still being under the voluntary ssment and those under the legal assessment? am strongly of opinion that the increase in se two parishes is not in proportion to the ease in the other parishes.

755. There is a general increase throughout county?—A general increase, and a very ous one.

756. But it is not so great in these two ishes where the voluntary assessment exists n the others?—I do not think it is; I would speak positively, but I should say that the ease has not been in proportion to that of ck for instance, or Latheron.

757. Will you supply those facts to us after- ds?—I will.

758. With regard to this increase of perism, have you any figures to show that? think you will find that it is given in one of tables which I have handed in, showing the ay for a series of years. I think you will that it has risen in Ross and Cromarty rly 100 per cent.

759. I see that in one Return you give a mn showing the number of poor relieved in years 1855, 1857, 1860, 1862, 1864, 1866, 1867?—Yes.

760. In 1855 the total number relieved were 39, and in 1867, 2,410?—Yes.

761. In 1862 it was higher still, 2,473?—

762. So that there has been rather a diminu- since 1862?—Yes, my impression is that that arisen from the stringent application of the rhouse test.

763. You began your poorhouse in 1862, did ?—In the two districts where poorhouses e been erected, the test began to be put in ration at that time.

764. In 1855 you began to build a poorhouse? es; that was for the Thurso combination of t parishes; the Latheron poorhouse was built e years subsequently to that.

765. There has been an increase in the ex- diture in Caithness from 7,083*l.* in 1855 to 386*l.* in 1867?—Yes; that is the fact.

766. How does that increase of expenditure e; it does not seem proportionate to the ber of poor?—It partly arises from an in- se in the expense of management, and in . and partly from an increase in the allowances the paupers; the law expenses in the four thern counties of Orkney, Caithness, Suther- l, and Ross, have, in the course of 12 years, unted to 7,083*l.*

767. Sir *Robert Anstruther.*] That is the full unt for the 12 years?—Yes; the management Orkney has risen from 497*l.* in 1856 to 800*l.* 868. In Caithness the management has risen 659*l.* in 1856 to 1,521*l.* in 1868. In herland the management has risen from 436*l.* 856 to 845*l.* in 1868; and in Ross and Cro- ty the management has risen from 1,651*l.* in 6 to 3,090*l.* in 1868.

768. *Chairman.*] To what is this increase in management attributable?—To a great ex- tent it is attributable to the introduction of the poorhouse system, involving additional salaries.

7769. You mean the cost of new officials?—Yes.

7770. And an increase of salaries, besides the actual increase of the number of officials?—Yes; I think that salaries have somewhat increased, but not in the same proportion as the multiplication of officials.

7771. Sir *Robert Anstruther.*] Has there been any undue increase of officials, in your opinion?—Well, the Poor Law machinery stipulates for a certain number of officials, and these have been provided; the Board of Supervision, for example, having the charge of the poorhouses, stipulate that there shall be certain officials in connection with them, such as medical officers, chaplains, teachers, porters, matrons, and masters.

7772. And you think there are more of these officials than there ought to be?—I am satisfied that there are.

7773. Mr. *Miller.*] Can you give the number of poorhouses in those counties?—There is no poorhouse yet in Orkney and Shetland; there are two poorhouses in Caithness capable of accommodating 199 inmates, built at a cost of upwards of 10,000*l.*; there is one for Sutherland, which was opened a little more than 12 months ago, for 50 inmates, built at a cost of upwards of 5,000*l.*; the total cost of these three houses is upwards of 16,000*l.* On them a debt remains at the present moment of 8,000*l.*; the total number of inmates which those three houses can accommodate is 249, and at the present moment, I am satisfied there are not 30 inmates in the three houses.

7774. *Chairman.*] Does that paucity of inmates arise from an objection to going into the poorhouse, or is it because you have not applied the test?—I believe that the test has been stringently, and at times very harshly, applied by all the boards, but there is an unconquerable aversion on the part of all classes of the poor to entering the poorhouse.

7775. Sir *Robert Anstruther.*] They will make many sacrifices rather than go in?—I know that many of them will starve rather than go in.

7776. Mr. *Anderson.*] Is the interest on the debt part of the increase in the cost of management that you have given us?—Yes; it cannot be very much on 8,000*l.*

7777. Mr. *Loch.*] But you said that, to your knowledge, this test of the poorhouse had been applied by many of the boards strongly and harshly; what is your reason for using the last word?—I think we have been carrying it too far, every one of us, in order to affect the rates if possible.

7778. Have you any reason for knowing that it has been applied harshly, either in your county, or in the county of Sutherland?—I speak in general terms, and I take blame to myself, as a member of the Wick board, for being too stringent in some cases. I believe the test has been stringently applied everywhere.

7779. Do you think that actual wrong has been done to the paupers by the manner in which the test has been applied?—I will suppose the case of an old woman having an illegitimate son; that son is not bound by law to support his mother. We have had the case of a man, paying 30*l.* of rent, bringing his mother in a cart to the parochial board's office door, and throwing her down there, because he was not

Mr. J. Mackie.

2 July 1869

bound in law to maintain her, being an illegitimate son.

7780. Where did that case occur?—It happened in Wick. Then I shall suppose the case of a woman, having wealthy brothers or sisters, applying for relief. We say, "It is too bad that the board should be compelled to support that woman, and we will apply the test to see if her relatives will support her." We have applied the test, and it has been a cause of suffering to her, and has not resulted in leading her relatives to support her.

7781. Where has that happened?—In Caithness and Sutherland.

7782. Sir *Robert Anstruther.*] I suppose, the fact of a large number of beds being empty in these poorhouses, is a great temptation to the boards to try to put the people in?—No doubt of it; they were not built to shelter the poor; they were built to adopt as a test, whether they were really *bonâ fide* deserving poor. We have not applied it in most cases to any but parties that we suspected were not deserving.

7783. Mr. *Loch.*] Do you or not consider the possession of a test, such as a poorhouse affords, a valuable instrument in dealing with the subject of pauperism?—Well, if I am to judge by the figures of a number of boards which have had the test in operation for many years, I should say that it is not a valuable test as affecting the rates. I have here a return of poorhouses in Scotland, with the expenditure in various parishes having poorhouses, in 1854 and in 1868. I have gathered these figures from the Board of Supervision returns, and I find that in every case, with one single exception, there has been an enormous increase in the expense (*Return handed in*).

7784. How do you know that in the administration of the law the test has, in the cases you allude to, been applied properly?—Well, I am aware of several parishes where it has been applied properly.

7785. Were you not in the room, a few days ago, when evidence was given of Argyllshire parishes where the test had been applied with great success?—And I received it with great doubt. It might have been applied with great success as affecting the rates of certain parishes, but my experience is, that when the test is applied, and the parties refuse, the effect is to send them out begging.

7786. *Chairman.*] You heard the evidence with regard to the Oban poorhouse?—Yes.

7787. And you have seen the evidence which we have had not only from Mr. Bett, but from Sir John McNeill himself?—Yes.

7788. That distinctly avers that the reduction of the number of poor on the roll, and the reduction of rates, has not caused any hardship; but that on the contrary it has returned to industrial habits a number of people who from indolence would have very willingly remained on the poor roll?—My experience is this: we have applied the test in Wick to about 100 paupers, only two or three of whom have accepted the test, and I do not know one of those that have refused it that has returned to industrious habits; most of them have gone to begging.

7789. Mr. *Armitstead.*] And you attribute the increase of the rates to the poorhouse?—No; but I say that where poorhouses have been in operation many years, the financial result has not been such as to justify the hope that they would greatly reduce the rates.

7790. *Chairman.*] Does not that financial result depend on the cost of the poorhouses, which is not liquidated yet?—No; you will find a note at the bottom of the Return, showing that the expenditure is not included.

7791. Mr. *Miller.*] Would that lead you to say that poorhouses ought not to be erected?—I have been all along opposed to poorhouses. As affecting the rates directly, they may have had some beneficial effect, but as affecting the moral condition of the paupers, they have not benefited them. I believe the poorhouse has introduced a system of begging that will soon be very injurious.

7792. On the increase of rates you have been going added?—Yes.

7793. Sir *Robert Anstruther.*] You say that you only build poorhouses in Caithness, not to put people into, but as a test?—Yes.

7794. That being so, why do they build so many: at least, why do they build two, and those two comparatively speaking so large?—They built one in the first place for eight parishes, with 149 beds. The Board of Supervision insisted upon that accommodation being provided for the eight parishes, and would not sanction the erection for less.

7795. I think you gave it in evidence on the last day that those beds had never been filled?—Never; never half filled, never a quarter filled. The Halkirk poorhouse, that is to say, the Thurso combination poorhouse, for 149 paupers, never had more than 20 or 30 paupers in it.

7796. What occurred in the face of that with regard to the Latheron poorhouse?—The Latheron board built a poorhouse for 50; the parish has a population of 8,000, and the Board of Supervision insisted on 50 as the minimum accommodation, and they had no alternative but to build it.

7797. Might they not have entered into the Thurso combination?—I do not know; I suppose they thought that the distance would be too great in some cases. But subsequent to that the board of Wick has purchased half of the Latheron poorhouse. Allow me to add, that Latheron and Wick, with a population of 22,000 inhabitants, have a poorhouse for 50 inmates; the other eight parishes, with a population of 20,000, have accommodation for 149.

7798. And what proportion of the 50 beds are filled?—They have not half a dozen filled.

7799. Mr. *Miller.*] In both these cases was the minimum amount fixed by the Board of Supervision?—Yes, in both cases.

7800. So that in one case for a population of 20,000 they ordered something like 150 berths, and for 22,000 50 berths?—They have subsequently sanctioned Wick purchasing half of the 50.

7801. Mr. *Anderson.*] The house for 50 beds was lately erected?—Yes; at first for 8,000 of population, and latterly for 22,000.

7802. It shows that they have learnt from former experience?—No; because they had subsequently agreed to Wick taking half of those 50.

7803. Mr. *Fordyce.*] Is it your opinion on the whole, that the present poorhouse system has a tendency to increase rates, to increase pauperism, and to increase begging and mendicancy?—I think it has a tendency to increase

ase begging and vagrancy. I do not think it existed long enough in Caithness to justify opinion as to its influence on rates.

804. Do you think it has a tendency to minish them?—No, I do not.

805. *Chairman.*] Referring to this Return ich you handed in just now, I observe that Latheron the number relieved in 1862 was , and the number in 1867 was 489, a reduc- of one-third?—Yes, they applied the poor- se test during that time.

806. In Wick there were 852 relieved in 2, and there were 917 in 1867?—In 1864 re were 970 relieved. We have only now un to apply the test; last year we entered an arrangement for having half of the Lathe- poorhouse.

807. The test in Latheron, according to those res, has acted in the reduction of pauperism? n the reduction of the number upon the roll; ould not say in the reduction of pauperism.

808. Mr. *Loch.*] But is not that a good ac- plished?—It is a good accomplished as affect- the ratepayers; but I do not know that it good accomplished to put a person off the and send him to beg.

809. Has it not this effect, that being off roll, some of them live by their own industry? ery few indeed.

810. Mr. *Miller.*] I think you stated that y three or four out of 100 had accepted the se?—Yes, and two were orphan boys.

811. And that the others had not returned to ustry?—Well, I do not know any that have e so.

812. Sir *Edward Colebrooke.*] How are they ported?—By begging, and other means; a e number of parties to whom we have applied test are mothers of illegitimate children.

813. *Chairman.*] It appears to me that the enditure on your paupers in some of these ishes bears no proportion to the number. w in the parish of Latheron in 1862, there e 699 relieved, and the cost was 1,785 *l.* e next year, 1864, there were only 468, at a of 2,152 *l.*; that is to say, nearly 400 *l.* more one-third less?—But you will observe that t was the year in which the poorhouse come operation, and you have to add all the salaries he new officials.

814. Then in the next year, according to this er, in 1866 the same number were relieved, , and there was a still further increase in the enditure to 2,429 *l.*?—Yes.

815. Were there more officials appointed?— I do not say so; but I say that there has a gradual increase in the allowances to the pers besides.

816. Then in 1867, with a slight increase in number relieved, namely, to 489, the expendi- is 2,306 *l.*?—Yes.

817. So that there is a reduction in the ex- liture with an increase in the number of ies relieved for that year?—Yes.

818. Does that arise from a variation in the e of food, or from what circumstances?—I ot explain how it arises; perhaps I may be ved to make one remark in regard to one who threaten to be a very serious dead ght on the northern counties; they are referred nder the head of "vagrants and tramps, and rs." The tinker class are those to whom I . Perhaps the Committee will allow me to a short memorandum which I have drawn 42.

up, in regard to their number and condition at the present date: "The condition and character of the tinkers of Caithness is a subject that calls for the special notice of the Committee. As a race they are in all respects different from, and have little or nothing in common with, the inhabitants. They live entirely by themselves, intermarry with each other, and in their general habits and modes of life are peculiar. About 20 years ago they numbered only from 12 to 15, and as they wandered about through the five northern counties, generally living in the open air, and bivouacking for a few days at a time by the borders of a moss or a moor, their influence for evil was not so felt as to attract attention. Since then they have increased so rapidly as to render division necessary, and now there are hordes of them permanently attached to each county, occasionally visiting one another, but claiming as their residence those localities where they generally congregate. Their general condition anywhere may be gathered from a few facts in regard to the tinkers near Wick. There are two colonies of them residing on either side of Wick Bay, in natural rocky caves, looking into the sea, and so near it that one of the tribe, a woman, within a few days of her confinement was not long ago washed away by a wave while entering the cave on the south side of the bay, and was drowned. In these caves whole families live, day and night, with no furniture, no bedding, no privacy. They herd like cattle. A fire is kindled in the centre of the cave, and around it they gather, and have their orgies. Children without a rag to cover them run about the caves and their entrances, and when they come to town are frequently enveloped in a sack or a piece of sailcloth. Their chairs are boulders, their beds are the bare ground, and their dishes are tins made by themselves. Children are born there frequently, and morning visitors entering suddenly have more than once found adults lying drunk and in a state of entire nudity. Girls of 14 are frequently mothers. Not one of the hundreds that thus live in the northern counties can read or write, and the entire social condition of the tinker tribe is of the most degraded character. Multiplying as they are at a startling rate, while their present condition is sad to reflect upon, it is vain to disguise that their future influence must be dreadfully pernicious. Day by day, when they enter the town, always with a large proportion of them drunk, their language and general conduct is of the most polluting character on the youth of the place, and the criminal and public records of the county show that, numbers considered, a large portion of the crime of Caithness has to be placed to their account. The worst feature is their total imperviousness to all elevating influences. Attempts have repeatedly been made to bring them within the range of social and humanising appliances, but in vain. Tinkers' missionaries laboured for years, with no favourable result. Numerous ladies devoted themselves (and it required no ordinary courage to do so) to their benefit, tried to instruct the children, and to educate the adults, personally and in their families, in the rudimental principles of social duty, but without the least good result. When occasionally they were collected in a school room or private house along with a few respectable inhabitants, to be spoken to and fed, the bulk of them generally came drunk, and

Mr. *J. Mackie.*

2 July 1869.

it was impossible to keep them together. Attempts have been made to get them to settle down, and offers of house accommodation have been made them, but I am aware of only one instance of success in the northern counties. Their source of living is threefold: the men occasionally work at making tins, which the women sell; but the main means of livelihood is in begging and plunder. The children are taught to beg and steal from earliest years, and are most importunate; and the women, who are always accompanied by several children in rags and wretchedness, are not less whining and importune. Every penny they earn in labour, and by begging and stealing, goes for drink, and the result is, that when any of them are injured in brawls or prostrated by sickness, or become feeble with age, they are at once put on the poor roll, and become most expensive paupers. It is not difficult to foresee that in a few years the tinker pauperism of the northern counties will be a serious matter for the ratepayers, who are already loudly complaining of having thrown on them, directly or indirectly, the maintenance of these the most degraded tribes in the kingdom, if not in the empire."

7819. Do you at all trace the existence of this class, or their increase rather, to the effect of the Poor Law?—No.

7820. You do not bring it forward as an illustration of the effect of the Poor Law?—No, merely as a fact showing that it will be a serious matter for the parochial board.

7821. Mr. *Loch.*] You speak of them as a different race; are they not Scotchmen?—No, they are of gipsy origin.

7822. Mr. *Anderson.*] What number may there be of them?—I should say that, in the county of Caithness, there are 150 at the present moment.

7823. Mr. *Ellice.*] Do they exist in other counties besides Caithness?—Yes.

7824. Do not you know that the term "tinker," applied from one person to another, is rather a word of reproach?—Yes, but that does not affect their numbers.

7825. How does the system of licensing people as hawkers about the country affect these people?—Not in the slightest.

7826. Do many of these people possess licenses for hawking?—Not one.

7827. Mr. *Loch.*] They must be of different classes, because many of them attend markets and buy cattle?—That is a different class altogether. These are what are called the Williamson's tribe. One of the more wealthy of them went across to Canada a few years ago with 1,500 *l.*, and came back with 500 *l.* less.

7828. *Chairman.*] Do you say that a good many of these come on to the poor roll?—A good many.

7829. Do you know at all what proportion amongst the whole?—I should say that, in proportion to their numbers, they are very heavy amongst us.

7830. Sir *Edward Colebrooke.*] Would you not apply the workhouse test to that class?—They would not go into the workhouse; they will not mix up with civilised beings at all.

7831. Is the poorhouse not offered to them?—They do not come to us when they are able-bodied, but only when they are prostrated, and then they get medical certificates that they are not in a fit state to be removed.

7832. Mr. *Fordyce.*] How many of that class are, within your knowledge, on the poor roll?—I cannot say, but they are very expensive. We have to provide them with medical attendance and food and clothing, for they have no clothing when they come to us.

7833. Mr. *Ellice.*] Do you know any other instance of such a colony as that?—Yes; over the highlands every county has its own colony. Sutherland and Caithness, and Orkney have.

7834. Mr. *Anderson.*] And living in the same sort of way?—Yes.

7835. *Chairman.*] Have you any remedy to suggest for this evil?—I think that a very stringent vagrancy law would have a good effect, and I believe that if they were removed from public-house influences that would be a good thing, because the great cause of their degradation is the public-house.

7836. How would you remove them from public-house influences?—By removing the public-houses from them.

7837. Would you shut up the public-houses?—I do say that, and that facilities to the evil are given now by the number of houses.

7838. Mr. *Ellice.*] Has your attention ever been drawn to the bearings of the present Vagrancy Act on these people; have not the police power, under the present Act, to apprehend them as vagrants, if they choose to exercise their powers?—But, then, what would be the use of it.

7839. Under the present law, have not the police power to take up these people as vagrants?—Well, Sir John M'Neill, who has had great experience, and knows all about it, has represented frequently the want of a more stringent law than that which we now have for vagrancy.

7840. Has your attention ever been drawn to the extent of the present law, and the power that it gives to the police?—I cannot say that it has, except that I have heard them say that it is not stringent enough.

7841. Mr. *Miller.*] You could not apprehend a man as a vagrant that is going through the country selling wares?—No.

7842. Some of these people do that, do they not?—They make a pretence of it.

7843. Mr. *Fordyce.*] Is it your opinion, with regard to the great increase of expenditure in the northern counties, that that is entirely owing to the introduction and operation of the poorhouse system?—Not entirely; but to a great extent it is.

7844. *Chairman.*] Will you go on with what you have to say about the increase in the cost of management?—I think that the cost of management might be very materially reduced by extending the area of management; I think that it is absurd to have all the machinery of management in parishes of very few inhabitants. For example, there are six parishes in the county of Caithness, with a smaller population than the parish of Wick, each of which has its own separate inspector, collector, and board, involving, of course, considerable expense; I think that there ought to be no separate parochial board where the population is less, say, than 4,000, or 5,000; it would simplify and cheapen the management very materially if that rule were made.

7845. Sir *Robert Anstruther.*] If you had

spector for three parishes, could you overtake e work with justice to the poor?—With the reatest ease; for instance, we have the parish Latheron, which has a much larger area than her six parishes, and the poor are well taken care . The parish of Wick has a much greater ea than other six parishes, and the parish of hurso is large also, but the poor are well taken re of. In his report, in 1853, Sir John M'Neill fers to the parish of Glenelg as having an ea of 300 square miles.

7846. Mr. *Loch.*] Have any steps been taken combine the parishes under the 16th section the Act?—It is wholly voluntary under at section.

7847. But if the evil is felt in the way that u suggest, is it not natural to suppose that they ould combine?—I think it is natural to suppose at they would keep themselves independent, t still I would not allow them to do it; there e various local influences brought to bear in at direction.

7848. You would make it compulsory for them combine?—Yes; and permissive to neighuring counties to join also.

7849. *Chairman.*] You mean that each parotial board likes to preserve its own dignity, and at that operates against combination?—Yes.

7850. Mr. *M'Lagan.*] Supposing that you had combination of the parishes, would you make y difference in the qualification of the members the combined board?—Yes; even in the esent board I would do so. In the parish of ick, for instance, we have upwards of 200 embers, very few of whom attend to the details management, except when there is a local uabble taking place, the election of a medical ficer, or anything of that kind; then bundles mandates are produced, and fighting goes on.

7851. Take the case of a purely agricultural rish, would you make any difference there in e constitution of the board?—I would have a rger number of representative men.

7852. And would you allow any of the present *officio* members to have a seat on it?—Not one them.

7853. But would you allow the same number ualified by property, say, to sit at the board?—think that the ratepayers should be equally eated in the matter of representation; that proietors should have a certain number, and cupants a certain number; that they should ch elect a portion of their own class, and that ese should form the board.

7854. Purely an elective board?—Purely an ective board, and entirely representative.

7855. You would not have anyone sitting at e board from a property qualification alone, thout being elected?—No.

7856. *Chairman.*] How would you do in rishes where there was only one proprietor; u would let him elect himself, I suppose?—e could give a proxy to his factors, or one of s tenants; of course there are difficulties in tails, but in its general principles it should be presentative.

7857. Do you mean that each class should ect representatives, or would you have the ard elected generally from the whole of the oprietors and occupants?—I do not care in hich way it is done if we get a fair representaon of both classes.

7858. With regard to the question of the combination for management under the 16th section of the Act, are you aware of the facts connected with the only combination that we have heard of, namely, Islay?—I am not.

7859. There was a combination there of three parishes; they combined under the section of the Act, and they found the cost of the management so expensive, and the rates so enormously increased, that they were obliged to get an Act of Parliament to dissolve the combination?—It is quite possible that you might get such cases with local peculiarities, but I am not aware of the facts of that case.

7860. Do you think that the expenditure would be as economical under an extended area of chargeability and management?—No doubt of it; I am quite confident that it would.

7861. Sir *Edward Colebrooke.*] Is it principally with a view to economy that you recommend combination?—Not for economy alone; I think that the paupers would be quite as well cared for.

7862. Would they be better cared for under a combined management of several parishes?—Fully as well, I think.

7863. What is the disadvantage of management by small parishes?—Its enormous cost in proportion to the outlay.

7864. Then it is the expense that you object to?—Partly.

7865. Do you think that, as regards the applications for relief, there would be equally good means of judging in a large combination of the fitness of the applicants, as in the parishes themselves?—I think that if the members of the board did their duty, there would be no fear of the paupers being fully as well attended to; I know it, from my own experience, and the manner in which our business is conducted, with a population of 13,000, and some of our paupers residing 10 to 11 miles from us. We meet fully as often as the Board of Supervision does; for the last two or three years one or other of our committees has met nearly once a week, and we make personal inquiries into each case brought before us. The roll is by law revised twice a year; and previous to the revision of the roll, we subdivide ourselves into sub-committees, and distribute ourselves over the parish, visit the paupers personally, reporting to the revising committee, and the revising committee report to the board at the monthly meeting. There is not a penny paid away without coming before one of the committees.

7866. Do you mention that as a specimen of the advantage of management by a large parish?—Yes.

7867. Do you find that these complaints as to the defects of the present system proceed from the smaller parishes also?—I say that these smaller parishes are not a bit better than large ones.

7868. Are you speaking their sentiments as well as those of the people of Wick?—I am speaking my own sentiments from an experience of the general working of the system, and I am speaking the sentiments of the parochial board of Wick, who unanimously adopted the report of a committee as to the operation of the law.

7869. Mr. *M'Lagan.*] What is your opinion regarding giving retiring allowances to the officials of the parochial boards?—I have not studied the subject thoroughly; but I have no objection to it, if they have served a certain number of years.

Mr. *J. Mackie.*

2 July 1869.

7870. Do you think that it would tend to increase the expense of management?—No.

7871. Do you not think that by keeping an inefficient inspector the expenses are really increased?—I think that the efficiency of an inspector depends in a great degree on the efficiency of the committee; his duty ought to be purely ministerial.

7872. You would leave him no discretionary power?—None; only in cases of extreme urgency.

7873. In these weekly meetings, do you meet as a board or as a committee?—We meet as a committee; we have a revising committee, a general purposes committee, and a poorhouse committee; and we report to the board, which meets on the first Wednesday in every month.

7874. Mr. *Loch.*] And they always indorse your proceedings, I suppose?—Not always; we have been checkmated several times by them.

7875. Mr. *M'Lagan.*] In the appointment of these committees, do you not give them the full powers of the board?—No, we do not; the committees are appointed at the August statutory meeting. They have only power to inquire and report; cases of emergency occur in which we may take steps at once; but as a general rule the board confirms our proceedings.

7876. *Chairman.*] How often does the general board meet to receive the reports of the committees?—Once a month; 12 times a year.

7877. Do you find that that works sufficiently well for cases that may arise within the month?—The inspector has power, by the Act, to relieve cases of urgency at his own discretion.

7878. With regard to superannuation, would you propose that the officials who are to receive superannuation should contribute to a superannuation fund?—Certainly; similar to that in the civil service.

7879. Sir *Edward Colebrooke.*] Is there much difference in the amount paid for poor's rates in different parishes in Caithness?—Yes; the town parishes pay considerably more than the county parishes.

7880. What difference is there in the proportion?—You will find the difference stated in the Returns made on the motion of the honourable Chairman.

7881. You do not propose that the whole of Caithness should be treated as one combination, do you?—I think it should.

7882. Have you considered what would be the rate?—It would be equalized to about, I should say, if the affairs were economically managed, 1 *s.* 6 *d.* a pound; that should meet the whole expenditure.

7883. I see by this Return of the Chairman's that one parish in the county only pays 6 *d.* upon occupants, while Latheron pays 2 *s.*?—It is reduced since that time in Latheron.

7884. But under your proposal it would come to an assessment of about 1 *s.* 6 *d.*, that is, upon tenant and landlord?—Yes, 9 *d.* on each.

7885. And do you think that those parishes which now pay the small amount would come readily into the combination?—I do not think that they would.

7886. Do you think that it would be for the good of the country generally for efficient management that there should be one combination?—Yes.

7887. Mr. *Miller.*] Do you mean that in Latheron it was 2 *s.* on the occupant and also on the owner, at the time of that Return?—Yes; it was at one time as high as 5 *s.*, 2 *s.* 6 *d.* on each.

7888. *Chairman.*] I presume when you say that these combinations would raise the rates in the parishes which now are down to 6 *d.*, that would be on the assumption that you still continue to levy rates only on lands and heritages?—Quite so.

7889. But I presume that you would be inclined, along with these combinations, to alter the incidence of taxation, and bring in other property?—Yes, I would, certainly.

7890. Have you considered what the effect of that would be on the amount of the rates?—I would reduce the rates on property very materially. I think also that feu rents ought to be taxed.

7891. If all property were fairly taxed, I presume that the combinations might not pay more than they pay now in the lowest parishes?—I am sure they need not.

7892. A 6 *d.* rate would more than cover the expenditure?—I think it would; a shilling in the pound would do it over the whole.

7893. Sir *Edward Colebrooke.*] How would you bring in other property?—All property assessable under the income tax I think ought to pay a share to the poor rate.

7894. That every occupant should give in a return of his income?—I do not say every occupant, because we have the valuation roll to go by, as far as the occupant is concerned.

7895. But every owner or occupant?—Yes. We have in Wick, for example, three banks doing a large business. I say that those banks ought to pay something more than in proportion to their rental, in consequence of the amount of business which they transact; and shipowners ought to pay.

7896. But not on account of property which is assessed in another county?—No.

7897. Then there would require to be some adjustment?—No doubt of it.

7898. You could only bring it forward as a proposal for the whole country?—Quite so.

7899. *Chairman.*] Have you any other observations to make upon the causes of this increase of pauperism; you have said with regard to the principle of the law that the introduction of legal and compulsory assessment has had a great tendency to increase pauperism; is there another provision of the law that has also aided to increase pauperism in your opinion?—I think that there is a lack of provision for collateral relatives being made liable. I think that it is a great hardship that in the case of parties having wealthy relatives in a collateral line, those relatives are not made liable to a share of the responsibility of supporting their friends.

7900. Do you think it right to make that compulsory by law?—I would make them pay a share at any rate. We have cases, for example, of wealthy men having sisters upon our poor roll; I think that in such cases they ought to be made to pay a share. I think also that illegitimate sons and daughters ought to be made to pay a share to the mother's support; and if that were done it would relieve the boards everywhere of a large amount of the expenditure.

7901. Do not you think that it might work harshly?—It might, in individual cases, but as the general principle I think that it is a very sound

nd one. It might save a great many from ng on the board at all.

902. Do not you think that it would be hard the well-to-do farmer or tradesman in a small v to be compelled to support a ne'er-do-well of rother?—You might suppose an exceptional e involving grievance, but, as a general rule, ink it would be a good thing.

903. Is not the pauperism chiefly amongst improvident class of people and those who e squandered their means?—I think that a rd of our paupers are on the roll through nkenness; another third are cotters and farm-ourers and domestic servants from the country; xth are parties who have relatives quite able support them, and the remaining sixth are lly deserving poor who have no friends to port them, and are not paupers by their own ess or improvidence.

904. What provision would you recommend dealing with those causes of pauperism?—I nk that we require a very material change in license law. The enormous number of public-ses that exist is undoubtedly a great cause of pauperism that exists amongst us. If there e that material change I am quite satisfied t the effect upon pauperism would soon be neficially felt.

905. Sir *Robert Anstruther.*] In what sense uld you make those alterations?—Well, I do think that we are yet prepared for putting vn public-houses entirely; we are not come to t yet.

906. Mr. *Armitstead.*] You are not in favour a permissive Bill, I suppose?—Personally I very strongly in favour of a permissive Bill, I do not think that the country is prepared it yet. We are fast coming to that point.

907. Sir *Robert Anstruther.*] You would re-del the licensing system?—I would take the ensing out of the hands of justices entirely. ould not put it into the hands of any party o could give or take as circumstances might se. I would not allow any public-houses yond a certain proportion to the population.

908. In what hands would you put that ver, which would be a considerable power? If you pass a law restricting the proportion of blic-houses to the population, you can give it anyone, the sheriff or the excise.

909. Have you ever considered whether you make a board of ratepayers, or a board nposed partly of ratepayers and partly of tices, the licensing authority?—I should be y glad to see it in the hands of the parochial rds. My impression is that all their ex-ience is such that you would soon see a great uction of public-houses effected by them.

910. *Chairman.*] Is there a larger proportion public-houses, or rather of drinking shops (if may use the expression) now than there was ore 1845?—Yes, there is in Caithness. We e in the royal burgh of Wick 1,500 inhabi-ts, and there are about 20 public-houses. In lteney, a town with about 4,000 inhabitants, re are between 20 and 30; and in the whole rliamentary burgh, with 7,400 inhabitants, we e 50 public-houses.

911. Do you think that the drinking habits the population have increased since 1845?—, I do not say that they have.

912. Then how is it that you charge these aking habits with this increase of pauperism ich has arisen since the Act of 1845, and 0.42. which you say is attributable to the Act of 1845?—Because they had no power to claim relief before 1845, and the kirk sessions took care to give relief only to deserving persons. Now the drunken and improvident claim it on the same ground as the deserving.

7913. Then a remedy should be sought in the administration of the law rather than in the licensing system, should it not?—I would say both.

7914. Sir *Robert Anstruther.*] Are all these public-houses licensed by the magistrates?—There are upwards of 100 public-houses in Caithness, and 85 are licensed by the justices.

7915. Mr. *Ellice.*] Have you ever known an instance where a license has been given to a person to enable that person to keep off the poor roll?—I can mention, as an illustration, a case in which a bed-rid pauper received a license; Frequently such applications have been made to justices in my hearing. But I know a case in which a man actually in receipt of parochial relief, and bed-rid, received a license, much against the wishes of the inhabitants, and he is now a publican.

7916. Was that done at petty sessions?—It was.

7917. Was there any appeal in that case?—No, there was no appeal.

7918. Sir *Robert Anstruther.*] To whom did the appeal lie?—Practically to the same parties, that is to say, to the quarter sessions.

7919. Mr. *Loch.*] When did this happen?—Two years ago, and he was a man who had been a pilot under the British Fishery Society; he became a pauper, and an application was made to the justices for a license, but it was refused; he was then put on the poor roll, on the ground of poverty, for a year, and at the end of that time, one or two new justices having been added to the Bench, the application was renewed, and the license was granted.

7920. Mr. *Armitstead.*] Would you take away the appeal to the quarter sessions?—Yes.

7921. What authority would you suggest as the appeal instead of the quarter sessions?—I would abolish the system of licensing by justices entirely.

7922. Mr. *Fordyce.*] In Pulteney Town are the licenses granted by the magistrates?—No. In the Royalty it is done by the magistrates, with a right of appeal to the justices.

7923. Is it the case that the justices and the magistrates are often the same parties?—Very often.

7924. Have they often an interest in the houses which are licensed; are they often the owners of the property?—They are; but in such cases they cannot sit upon the bench.

7925. Mr. *Ellice.*] Have you ever known any case where a license was given to a person to prevent him from becoming a pauper?—That is the only case in which I have ever known of a pauper getting a license; it is not the only case that I have known of parties getting licenses to keep them from becoming paupers.

7926. Have you known many instances of the latter class?—I should not say many.

7927. Mr. *Loch.*] What is this man's name?—Taylor.

7928. Mr. *Ellice.*] These cases occur from time to time, as I understand you?—They do.

7929. Sir *Robert Anstruther.*] I did not understand you to insinuate that licenses were given

Mr. *J. Mackie.*

2 July 1869.

given in any sense for any consideration, or that they were improperly given by the justices?—Certainly not.

7930. But you object to their having the whole power of licensing; you think that the licensing is not sufficiently in the hands of the people themselves?—Yes; I do not insinuate anything against the justices.

7931. Mr. *M'Lagan.*] You said that you would put the licensing into the hands of the excise?—If you pass a law limiting the number of public houses according to the population, you might do that.

7932. Are you aware that at present the excise license beerhouses in England?—Yes.

7933. And that now they are changing the law and putting it into the hands of the justices?—Because there is no law in England to limit the number of public-houses in proportion to the population.

7934. In the case which you have mentioned of the bed-rid pauper getting a license, was there any able-bodied person in the house?—His wife, an old woman.

7935. And she was able to attend to the house, I suppose?—I do not think that any woman should be allowed to keep a public-house.

7936. *Chairman.*] Is there any feeling amongst the ratepayers for encouraging this system of granting licenses, so as to relieve the rates of the paupers?—We have repeatedly petitioned the magistrates and justices against any increase; we have had petitions signed by all the clergymen and leading inhabitants.

7937. Mr. *Anderson.*] Have the parochial board petitioned them as a board?—They have not done that; it is scarcely within their province to interfere with these matters.

7938. *Chairman.*] Are these magistrates members of the parochial board?—They are *ex officio*, but they never attend.

7939. Mr. *M'Lagan.*] Do you know of any cases of applications made to the justices to give licenses to widows because they are widows?—Frequently.

7940. And have those licenses been granted generally?—In many cases they have.

7941. Sir *Edward Colebrooke.*] Do you think that you could lay down a rule as to the exact proportion of the public-houses to the population?—I think that it is quite easy to do it.

7942. Take the case of licensing houses for the entertainment of travellers, or in connection with traffic on the road, do you not think that you must make some allowance for the differences of localities?—Certainly, and I have no objection to do so.

7943. Then it must not merely be a rule of population, but of accommodation also?—Yes.

7944. Do you think that that could be defined in an Act of Parliament?—I think so; you could define burghs and landward districts.

7945. Do you think that the burghs should have more houses allowed them, in proportion, than the country districts?—No, fewer.

7946. Even though they may require more inns for the accommodation of travellers?—I think that is the only kind of accommodation that is required, and that drinking shops ought to be entirely abolished.

7947. But you would allow eating shops, would you not?—Yes; such do not require to be licensed.

7948. And you would allow those shops to sell drink too, I suppose?—I do not see [illegible] good that they do; they do a deal of harm.

7949. Sir *Robert Anstruther.*] You would, point of fact, put the monopoly of the liq[illegible] trade into very few hands; that is a serious [illegible] jection to your plan, is it not?—I do not see [illegible] objection in that respect.

7950. Mr. *Hamilton.*] You might sell [illegible] monopoly?—It is a monopoly which it would very beneficial to the public to have.

7951. Sir *Robert Anstruther.*] It does not [illegible] low that because you have four public-hou[illegible] instead of 40 the amount of drink sold is lessen[illegible] does it?—I think all experience shows it do[illegible] I may mention that, in the parish of Golsp[illegible] there were, a few years ago, some five pub[illegible] houses, and his Grace the Duke of Sutherl[illegible] put them down, and the result has been m[illegible] beneficial.

7952. Mr. *M'Lagan.*] Have you ever m[illegible] any calculation as between the different paris[illegible] of Caithness, regarding the proportion of [illegible] rates to the number of public-houses?—I h[illegible] made a calculation in regard to the crime (a[illegible] crime has always an effect upon pauperis[illegible] and the chief constables return distinctly sh[illegible] that in exact proportion to the number of pub[illegible] houses in a district, is the amount of crime. [illegible] cannot say the same in regard to pauperism, [illegible] cause all our centres of population nature[illegible] draw the inhabitants of a country; they co[illegible] once a week, perhaps, into the towns wh[illegible] facilities for drink exist, so that so far as [illegible] effect upon rates is concerned, it is impossible [illegible] say what it is. But I do say, that whereas [illegible] find a certain amount of public-houses, [illegible] always find, without a single exception, that [illegible] crime is in proportion to the number of pub[illegible] houses.

7953. Mr. *Fordyce.*] Are there many justi[illegible] of the peace who are occupiers of land?—[illegible] they are chiefly proprietors.

7954. If there were a rule that only a cert[illegible] number of public-houses were allowed to a c[illegible] tain population, do not you think that in coun[illegible] districts, where the population was very wid[illegible] scattered, there might be a hardship felt?—W[illegible] I see no hardship in depriving the people of s[illegible] temptations. I think that you confer a boon [illegible] them, and on the public at large, in proport[illegible] as you diminish them.

7955. Mr. *Armitstead.*] Do not you think th[illegible] if the thing is carried too far, it will only tend[illegible] breaking the law, and to a reaction?—I do [illegible] think that. We have no shebeens in the no[illegible] at any rate, and the general effect of the For[illegible] Mackenzie Act in the north has been v[illegible] beneficial.

7956. *Chairman.*] You are absolutely f[illegible] from shebeens, are you?—So far as my knowle[illegible] goes; I never heard of a shebeen amongst us.

7957. Probably that is because you have [illegible] many public-houses?—Not at all. The For[illegible] Mackenzie Act has been applied to the clos[illegible] of houses on Sundays and at early hours.

7958. We had some evidence the other [illegible] that as the public-houses were shut up [illegible] shebeens increased; that is not your experien[illegible] —That is not my experience.

7959. Would you recommend a return to [illegible] old system of managing the poor, and [illegible] abolition of the legal assessments?—No, I [illegible] not think that we can do that now.

7960. Then how would you bring in t[illegible] use

ful element of administering the relief of the r in accordance with their deserts?—I would e the local boards the entire supervision of ir own poor, and allow them, without restric-, to dispose of applications as they might fit, without any controlling power beyond m.

961. You would abolish the appeal to the riff?—I would continue the appeal to the riff, because, as a general rule, he is ac-uinted with the facts in the particular case.

962. You have not experienced any evil n the appeal to the sheriff in your county?—t in my parish.

963. Mr. *Loch.*] You do not think that an eal to the Board of Supervision, as suggested a previous witness, in lieu of the appeal to sheriff, would be a good thing?—No.

964. *Chairman.*] But if you do not abolish appeal to the sheriff, how can you increase power of the parochial boards?—I would e them power to discriminate between the erving and the undeserving pauper, and I nk that the sheriff would be willing to admit justice of their so acting. In the case of the ard of Supervision they lay down an arbitrary le, which compels us to allow a certain amount the pauper, whether he is deserving or not.

7965. Are you not aware that in several parts the country the sheriff puts a pauper on the l, without inquiring into the reasons of the rochial board for refusing him relief?—I think a good thing that the sheriff should put them the roll for temporary relief; that has been r practice, and in the meantime he orders in-iry, and the inspector replies.

7966. Does not that lead to great expense?—t a great deal; it would never do to prolong application; death might ensue.

7967. Have you a resident sheriff in Wick?—e have.

7968. You do not feel the inconvenience that ight arise in other parts of the country 60 or miles off?—They are all within a day's post om Wick.

7969. Mr. *Loch.*] What is the most distant rt of your parish from Wick?—Ten or 12 iles.

7970. In the event of a pauper appealing from e inspector to the sheriff, does the inspector rward his application to the sheriff?—Yes.

7971. And have you been aware of any undue lays on the part of the sheriff in dealing with e question?—None whatever.

7972. *Chairman.*] Supposing that you com-ined all the parishes of Caithness into one mbination for the purposes of the poor law, hat is the most distant point of the county from Vick?—The most distant point where paupers side is rather more than 20 miles from it.

7973. That would be a long distance to travel get to the sheriff?—In some of the Highland arishes they have three times that distance to o, and a much longer time occupied.

7974. Are you aware that we have evidence om the Highland parishes of the great incon-enience of having to apply to the sheriff?—It ould be much greater to go to the Board of upervision; they would have to go or write to Edinburgh.

7975. Mr. *Cameron.*] Could they not apply by tter?—They have not frequent posts, you must emember, in some of those parishes.

7976. *Chairman.*] Are there many applications to the Board of Supervision from your district?—There are very few applications to the Board of Supervision in comparison to the number of paupers.

7977. Do you think it right that the parochial board, who are presumed from their position and management of this matter to be thoroughly and fully acquainted with the conditions of the people, and to be the best judges of who are deserving and who are undeserving poor, should be overridden by a legal official who has not the same intimate knowledge of the people?—There must be some protection to the poor, and I think that I would not entirely abolish all control of any officials.

7978. Then you do not consider that the parochial boards are good administrators of the Poor Law?—I do not say that, but I say that we have introduced within the last quarter of a century a new system, and it is becoming very expensive, and the natural result of it is to make parochial boards chary of giving any allowances, so that I would not abolish any control over them.

7979. You say that the very fact of a compulsory system giving a right to claim relief has increased pauperism unduly; is not the appeal to the sheriff part of that very compulsory system which has increased pauperism?—It may be so; but still you have to take into account that the natural tendency of such a large number of applications is to make the parochial boards, were there no control over them, too stringent in their application of the test.

7980. Sir *Robert Anstruther.*] All you mean, as I understand you, is, that in all cases the parochial boards cannot be assumed to be absolutely right; and that in the event of any hardship occurring, there should be some appeal?—Yes.

7981. *Chairman.*] Then what do you point to when you talk of wishing to increase the powers of the parochial boards?—I point to the entire prevention of any control from a centralized board.

7982. You would abolish the Board of Supervision?—Most decidedly.

7983. And you would leave the matters to the local board and the sheriff?—Yes; and the Secretary of State for Scotland.

7984. Sir *Edward Colebrooke.*] The power of appeal that you would leave to the sheriff would only be in cases of urgency for temporary relief until they could be brought before the parochial board, I presume?—Yes.

7985. Mr. *Miller.*] I think, from what you have stated, that I may gather that you are more in favour of out-door relief than in-door?—I am, to the deserving poor.

7986. Do you find in your experience that the money paid to the out-door pauper is properly made use of, as a rule?—I believe that a good many of them spend their money, and their clothing too, in drink. We adopted for some years in such cases the custom of giving relief in kind and in clothes; but after many consultations with Mr. Briscoe, who had had great experience in such matters, he strongly recommended that in every case, even when the parties were undeserving, we should give no relief in kind, and we have been endeavouring to carry that out.

7987. Do you find that they make use of relief in kind to sell it?—A good many sell it.

Mr. *J. Mackie.*

2 July 1869.

7988. For drink often?—No doubt of it.

7989. Is that carried to such an extent as that, in a short time after they have received the money, it is spent in drink?—The same day.

7990. What became of them afterwards until the next pay day?—They live in a sort of qualified starvation, and by begging and otherwise.

7991. From that I presume that the money which they get does them no good, practically; that it is a burden on the parish, without being a benefit to themselves?—Yes, to many.

7992. Would it be any harm to give power to some board to refuse relief to such characters?—I say that the parochial board should have absolute power to refuse relief to all such characters.

7993. If they go before the sheriff, supposing the parochial board to refuse relief, the sheriff is not entitled to inquire into their character at present?—If he were entitled he would be inclined to do so, I think.

7994. Has he that power now?—No.

7995. So that in whatever way they spend the money he must order relief?—Yes.

7996. *Chairman.*] Then it is the sheriff who prevents you from refusing relief to the undeserving?—They could go to the Board of Supervision if they chose.

7997. Sir *Robert Anstruther.*] Can they go to the Board of Supervision before they are on the roll for interim relief?—Yes, I think so.

7998. *Chairman.*] Is it not the case that they can only go to the Board of Supervision on the question of inadequacy of relief?—Yes; I am corrected.

7999. Therefore, it is only the sheriff who compels you to put them on the roll?—Yes.

8000. And if it were not for the sheriff, is there anything in the law to prevent your refusing relief to these parties as undeserving paupers?—I suspect that they would go to the Board of Supervision at once; we will suppose the case of a drunken pauper; the sheriff does not inquire into the circumstances, and he gives an order for interim relief; we allow that pauper a third, or a half, of what we allow to the paupers on the roll, and he forthwith goes to the Board of Supervision, who immediately apply their arbitrary uniform law.

8001. But they will not apply it unless the sheriff had first put the man on the roll?—Perhaps not.

8002. Therefore, if you remove the sheriff, the parochial board would have the power of refusing relief to these people who spend their money in drink?—I am not prepared to recommend an absolute independence of any control on the part of the parochial boards.

8003. Mr. *Miller.*] You mentioned that a good many of your paupers were women with illegitimate children?—Yes.

8004. What do you do with them?—We have applied the test to most of the mothers.

8005. And do they find the means of supporting themselves and their children?—Yes.

8006. And, so far as you know, are the children brought up in the way that they ought to be?—The very opposite.

8007. Not educated?—Not educated. We educate all our children on the roll, of course.

8008. But with regard to those that you do give relief to, do you take any charge or oversight of those children?—Yes.

8009. Mr. *Loch.*] Do you board them out?—Not illegitimate children, but in the case of orphans and deserted children we board them all out.

8010. What do you pay for those that you board out?—I have here a return from the Wick board. For an aged female pauper we give 2 *s.* a week, with rent and clothing; for a pauper and his wife, aged, we give from 2 *s.* 6 *d.* to 3 *s.*, with rent and clothing; for an illegitimate child we give 9 *d.* a week; for a widow and one child we give from 1 *s.* to 1 *s.* 3 *d.*, with rent and clothing; for a widow with four children we give from 3 *s.* to 4 *s.*, with rent and clothing; for a widow with five children we give from 5 *s.* to 6 *s.*, with rent and clothing; for a lunatic pauper we give from 10 *l.* to 14 *l.* per annum; if in asylum, we give 26 *l.* per annum, by agreement with the Montrose Asylum; for an orphan child we give 2 *s.*; for two orphan children we give from 3 *s.* 6 *d.* to 4 *s.*; for four orphan children we give 8 *s.*

8011. Mr. *Miller.*] Does that include the board?—Yes.

8012. Do you educate those children besides?—Yes.

8013. And clothe them?—Yes.

8014. Mr. *Loch.*] What does the rent and clothing for a widow with one child amount to?—The rent would be from 1 *l.* 10 *s.* to 2 *l.* a year, and the clothing about a pound.

8015. It would be about 3 *l.* altogether?—Yes.

8016. Mr. *Fordyce.*] Would that be for one room?—One room; the rents are high in Wick.

8017. Mr. *Loch.*] The children you board out in the country, I suppose?—Nearly all, but not all. We had two boys recently in Latheron Poorhouse, and they escaped; they were the only paupers from the parish, and we have since thought it better not to let them go back, but to send them to live with their grandmother.

8018. *Chairman.*] Your paupers seem to cost you something like 8 *l.* per year per head?—No, not including dependents.

8019. Mr. *Miller.*] With regard to those children that you have boarded out, have you had long enough time to judge how they turn out afterwards?—We have not, but I should say that, as a general rule, the effect has been good—far preferable to sending them to the poorhouse.

8020. Mr. *Loch.*] Being boarded out, are they brought up like the other children of the neighbourhood?—They are.

8021. And on a perfect equality with them?—Yes; sent to school and regularly educated.

8022. Mr. *Miller.*] How long have you had that system?—For a good many years; I know children in that condition who were boarded out and are now labourers and domestic servants.

8023. Have any of those so boarded out returned upon you as paupers, or have they been absorbed by the population round about as industrious people?—I do not call to mind any that have turned out badly.

8024. *Chairman.*] Have you any calculation of the average cost of your paupers per head per annum?—About 5 *l.*

8025. What would they be in your poorhouse?—A great deal more than that; they cost us 5 *s.* a week.

8026. Mr. *Loch.*] Have you ever complained of those very high rates charged for lunatics in the Inverness Asylum?—We do not go to Inverness

erness; Montrose is the asylum that we go I have heard a good deal about Inverness; pay 26 *l.* a year by an agreement, which ex- s over five years; we at first paid 24 *l.* a year, last year, in consequence of a rise in the rate ovisions, we were raised to 26 *l.*

27. Sir *Robert Anstruther.*] You have no enient access to Montrose, have you?—Far convenient than to Inverness; they go by sea berdeen.

28. *Chairman.*] With regard to the constant ase in expenditure, do you attribute any proportion to the management of lunatics? ell, we have had a very heavy expenditure in ics.

29. Have you many lunatics in your county? e have; over the whole county we have y nearly 100; there are 47 in Sutherland; oss and Cromarty 192, and in Orkney and land 52; the county of Caithness pays about) *l.* a year for lunatics in asylum, Sutherland t 700 *l.*, Ross and Cromarty 2,000 *l.*, and ey and Shetland 760 *l.*

30. Mr. *Miller.*] Of your 100, how many are in the asylum?—Wick alone pays about a-year for those in Montrose; it is a dread- eight upon us.

31. *Chairman.*] That is nearly 20 lunatics? s; we complain very much of having no ol whatever over our lunatics; we do think the Government ought to take the charge of ich parties; they are, to all intents and pur- , State prisoners; we complain that, in the of some of our pauper lunatics, after once put into an asylum, we have no means of ng them out again, and we have a strong iction that there are some now kept in trose Asylum who ought to be allowed to be out.

32. What number have you of lunatics, not ylum, but boarded round in the neighbour- ?—We have a good many, and they are comfortable; I may state that Dr. Mitchell, Deputy Commissioner of Lunacy, who has great experience, is strongly in favour of ling them out; but in many cases his opinion been over-ruled by the decision of the Lunacy d.

33. Sir *David Wedderburn.*] On what ground hey insist on the lunatics going into the ms?—Like other boards, they refuse to give ns; but I know a case of a lunatic pauper n they have wanted for years and years to ve to the asylum, and we have refused to do

34. What power have they of removing a tic?—They have this power: they send down dical officer, and if he certifies that the ic is unsafe, he is removed into an asylum.

35. But they have been unable in this case, understand you, to compel you to do it?— have not compelled us yet; what makes it e is the fact that the lunatic in question is wife of an able-bodied man; they are not ers, neither has she any claim on us but for unacy; her husband is making at times 12 *s.* 5 *s.* a week, but we are obliged to support n order to save ourselves from having to pay er in the asylum.

36. Have you any suggestions to make with ence to these pauper lunatics who are con- in asylum against the wishes of the parochial ls?—It is a very difficult matter to deal lunatics at all; but I think, that when you

take a lunatic away from the charge of the local board, you should also relieve them of the responsibility.

8037. You object to the expense of supporting a lunatic being placed upon you while, at the same time, you have no control over him?—Yes; we find, in regard to this payment of 500 *l.* a-year, that we should not pay much more than half that sum for our lunatics if we had the control of them ourselves, and that the lunatics themselves would be as well cared for if they were under the charge of relatives and families in the neighbourhood as they are in the asylum.

8038. *Chairman.*] But incurable lunatics, who are not dangerous, can be taken out of the asylum?—We have endeavoured to get them out, and we have been obliged to yield rather than fight the matter.

8039. What I mean is that, after their having been sent to an asylum, and ascertained to be incurable and not dangerous, the law will admit of their being taken out if the Board of Lunacy will allow it?—Yes.

8040. And you say that the Board of Lunacy exercises its power and refuses to allow it, and in that way, against the wishes of the parochial boards, increases the rate?—Yes; I may state that last year we were very strongly of opinion that there were several lunatics in the Montrose Asylum that ought not to be in it at all, and we sent up one of our board to see the lunatics and inquire into the matter, and he saw the whole of them, and gave it as his opinion that there were several who could be safely removed, and we applied to have them removed; but we only succeeded in the case of one, who has been taken out of the asylum and has been comfortable since.

8041. What is the cost of those lunatics who are boarded out?—About 10 *l.* to 14 *l.* a-year. As a rule, we carry out Dr. Mitchell's recommendations in reference to the treatment of our lunatics.

8042. Mr. *Loch.*] Do you think that, if it were permitted to the parochial boards to board their lunatics out, there being a sufficient supervision over them, that would be the best plan?—Yes, except in the case of dangerous lunatics. I think that the fact of our having a police force over the whole country would, of itself, form a very good check against danger to the public.

8043. But there ought to be a supervision of a public kind, ought there not, so as to see that the conditions of the boarding out were properly fulfilled?—Yes, I think so.

8044. *Chairman.*] Do you think that if a law were to be passed, placing on the Consolidated Fund all the lunatics that were kept in asylums, you would get greater facilities given you for having lunatics boarded out?—Certainly.

8045. Mr. *Miller.*] You think that the Board of Lunacy has too much power now?—I think so.

8046. Are you aware that the Board of Lunacy was appointed as a temporary expedient?—Yes, and I think that the Board of Supervision was also, if my memory serves me.

8047. Sir *Robert Anstruther.*] How long ago was the Board of Lunacy appointed?—About ten years.

8048. Mr. *Miller.*] After the expiring of that Act, the Board of Lunacy was made permanent?—It was.

Mr. *J. Mackie.*

2 July 1869.

8049. Do you think it ought to remain permanent?—I do not think it.

8050. At least not in its present shape?—In no shape whatever. I think that all such boards should be abolished, and that there should be a proper system in the hands of a Secretary of State for Scotland.

8051. *Chairman.*] Have you any lunatic wards in your poorhouses?—None.

8052. So that you are obliged to send all that cannot be boarded out to the asylum?—Yes. I may state that I think we have a good many boarded out, who are in as good a condition as those in the asylum.

8053. Mr. *M'Lagan.*] Do you find that those in the asylum improve, or that they get worse of their complaint?—We have had cases of their getting better, but my feeling is that, as a general rule, they would be quite as well off if they were allowed to remain out.

8054. Do you think that they would get better if they were boarded out?—I think they would be more comfortable.

8055. Sir *Edward Colebrooke.*] In cases where they were under the influence of excitement, it would be necessary for them to be placed in a house for treatment?—Yes, for a short time.

8056. And you would leave it still with some public body to determine those questions?—I have no objection to leave it in the hands of the procurator fiscal, or some other official.

8057. Mr. *Miller.*] Would not the medical officers in the district be sufficient, along with the procurator fiscal, to determine the question?—Yes, I think so.

8058. Mr. *M'Lagan.*] You stated that you sent one of your number to Montrose to inspect the pauper lunatics there, and that he reported that there were several of them who might safely be removed; was he a medical man?—No, but the medical superintendent of the asylum accompanied him.

8059. *Chairman.*] You have nothing to observe about the treatment of the pauper lunatics and their condition generally, whether boarded out or in the asylum?—I think that they are well cared for. I have no complaint to make as to the asylum management.

8060. Do you think that the legislation upon lunacy has had any tendency unduly to increase the number of lunatics?—I think it has.

8061. There has been a tendency in the Board of Lunacy to magnify its own existence by multiplying work?—That is my impression.

8062. And by ferreting out cases that need not have been taken under their charge?—I think so.

8063. Have you turned your attention to the question of the law of settlement?—I have thought over the question of the law of settlement and its operations considerably, and I think that it is most unsatisfactory at present.

8064. What modifications of the present law would you suggest, or would you be in favour of a total abolition of it?—No, I do not see how we can totally abolish it, because the result of doing so would be to aggregate your paupers into parishes where it was believed a more liberal allowance would be given than in others. Although there are drawbacks in a birth settlement, I think that, on the whole, a birth settlement is preferable to any other.

8065. Mr. *Loch.*] Would not that throw an undue burden on the country parishes which produce the labour and relieve those places wh the labour is employed?—For a few years might do so, but if you did not make it inop tive upon a pauper to go back on the parish birth, it would cure itself in time. I think t with all its drawbacks (and there are certain drawbacks, to a simple law of birth settlemen it is far to be preferred to the present law.

8066. *Chairman.*] You would, if I understa you, make paupers irremovable after they ha resided a certain length of time in any parish? I think so.

8067. You would adopt the English law, whi makes a pauper irremovable from a parish aft a certain time, though not chargeable upon th parish?—Yes.

8068. Mr. *Loch.*] Would you make the pari of birth then remit funds to the other parish —Yes; for a few years, as is done now; no doub it would press pretty hardly upon some parishe particularly upon Highland parishes; but I ha a strong impression that it would soon bring m ters to a fair result.

8069. *Chairman.*] I presume you are n troubled with Irish paupers?—We are, to so extent; there is one pauper who has been thr times sent back to Ireland under the charge the police, and has returned as often; he w then punished by the sheriff as a rogue and vagabond, and he is at the present moment ba again, and is protecting himself by begging, a this time he has not claimed relief; to show h profitable his begging was, I may mention th when he and his family were removed, the fam refused to take porridge and milk for their brea fast; they would take nothing less than tea. may state, that the parochial boards of Caithn generally publish every year a list of their pa pers, with all their allowances; I have broug with me two or three as a specimen; they publi those lists in order to let the ratepayers kn how matters are going on, and I think it is very good plan. One reason of the large numb of paupers on the roll in some Highland parishe is the great age which some of them reach, fr 60 to 80, or 100 years.

8070. That fact would lead you to hope th your roll will be diminished by degrees?—N for a long time, because there is a gradual crease, but not the ordinary decrease throu deaths. We have several paupers upwards 100 years old on our roll.

8071. Mr. *Loch.*] Do you think that th ages could be authenticated?—I may menti that one of your constituents died the other d whose age we have authenticated as bei fully 101.

8072. Sir *Edward Colebooke.*] Do many ca occur in your parish of paupers being thro back after a long interval, on their birth sett ment?—Yes.

8073. I see the subject alluded to in the rep of your parochial board. Do these cases occ frequently every year?—Well, they are cre ing up upon us; but other boards complain the same way of our paupers having done t same. It is a sort of compensation on both sid

8074. But I presume you would be agains birth settlement in cases where they had resi in another parish for a certain number of yea what time would you propose?—I would retu to a pure and simple birth settlement in pref ence to any complex system.

8075. You would have more cases thrown u

y

a, would you not?—I think that we would get r it in a few years, because other parishes uld suffer in the same way that we did.

8076. You, as a town, you would probably n by a birth settlement?—I believe we would.

8077. But in case all the parishes in Caithness re under one management, that advantage uld not arise?—Quite so. My proposal of a th settlement is concurrent with a proposal the extension of the area of chargeability and nagement.

8078. Mr. *Cameron.*] Do you think that the v of emigration from the country to the towns l cease in a few years?—I think it will.

8079. What grounds have you for thinking ?—I think that we are coming gradually to a te of matters which will put an end to the sent unsatisfactory system. I laid before this mmittee on Tuesday a return taken from the ks of the parochial board of Wick, showing t one-fourth of our paupers are parties who e come from the country parishes, and that greater part of them have only just been the e years in Wick, and obtained an industrial tlement.

8080. Mr. *Orr Ewing.*] What effect do you nk that a birth settlement would have on ghland parishes where the population is re- ndant?—I do not believe in the population ng redundant.

8081. Sir *Robert Anstruther.*] Does that re- n to which you have just alluded state the age which the men come from the country to the vn?—Yes.

8082. Last Tuesday you stated, did you not, t it was your opinion that most of these men ne in when they were failing in health?—That y came in just after they had spent the best their days in the country, previous to losing ir character as able-bodied persons, and just in ne to obtain a settlement in a town.

8083. Mr. *Cameron.*] Do I rightly understand u to mean, that you think some new industry ll be discovered in the country to prevent the igration of persons from the country to the ntres of population?—No, but my opinion is t the large farm and small croft system are th bound to go, and that we shall have them verted into moderate farms.

8084. But that would require a considerable estment of capital, would it not?—I do not ink it; large farms have, in Caithness, been ought down with beneficial results.

8085. Mr. *Armitstead.*] You refer to large ep farms, I suppose?—No, large arable farms. the parish of Reay, in particular, several large ms have been reduced into moderate sized ms, and with great advantage.

8086. Sir *Robert Anstruther.*] But it is equally ue that the reverse has often been done with eat advantage to the country, is it not; that to say, the small helpless little bits of farms or ofts have been consolidated into farms of a ger size?—I do not believe in small crofts, t I have much less faith in large farms. I think at the moderate farms are the most beneficial.

8087. *Chairman.*] What do you call a "mo- rate" farm, because it is a vague term?—From to 200 acres.

8088. Do you not think 50 acres a small farm? It depends upon the productiveness of the rm.

8089. Mr. *Loch.*] Even in those parts of the untry where farms of 50 to 200 acres exist (and there are a great many where they do), there is emigration to the towns, is there not?—Not to the same extent as in the others.

8090. Only a certain number of people can exist on the cultivation of the land, and their children will go away and seek work elsewhere, will they not?—That is true, but their children seldom grow upon the farms; they leave early, and devote their prime to labour elsewhere; few of them become paupers.

8091. Mr. *M'Lagan.*] Can you, with advantage, introduce machinery into the cultivation of small farms?—No.

8092. Do not you think it an advantage to agriculture, that machinery should be introduced into the cultivation of farms?—Yes, but there is one parish in Caithness, for example, the parish of Bower, where there is the middle size class of farms, and those are the most beneficial to the inhabitants.

8093. In what respect are they the most beneficial?—In raising up a comfortable tenantry and producing wealth to the county, which large farms do not, and in promoting industry.

8094. Then do you think that more good is produced to the people of a county from a small farm than from a large one?—I believe that, while no doubt it is true that a very large farm may produce, in individual instances, a larger amount of food to the people, it does not produce the same public benefit, inasmuch as it does not rear a prosperous and comfortable population.

8095. Sir *Robert Anstruther.*] You know the farm of Old Hall, in the parish of Watten; that is a very large farm, is it not?—Too large.

8096. But perhaps there is hardly a farm in Caithness where there are so many cotters, or where they are so well attended to as they are by Mr. Davidson, the tenant of that farm?—I can speak in the highest terms of Mr. Davidson; but you know that a good many fires were extinguished there.

8097. But perhaps the people working on that farm are more comfortably attended to than in the large farms generally through the country?—They are well attended to, decidedly.

8098. *Chairman.*] I presume you would explain that by saying that the tenant was a person who fulfilled his duties in that position, and that that good state of things was not owing to the system?—Just so.

8099. Sir *Robert Anstruther.*] It shows us that there is not anything inherent in the nature of a large farm to prevent the tenant of that farm from seeing that his people are very comfortable on it?—Certainly not; but there is something inherent in a large farm against the rearing of a prosperous middle class, the safety-valve of the State.

8100. Mr. *Cameron.*] You are aware of the affection that small crofters have for the places where they and their families have resided so long?—Yes.

8101. So that the process of throwing those small farms together, must be a tedious and long one?—I should deprecate very much compelling any man to leave.

8102. In order to do it without hardship, the process would be tedious?—Yes, but I do not believe in any redundant population, so long as we have 3,000 square miles of land devoted to deer forests.

Mr. *J. Mackie.*

2 July 1869.

8103. During the time that it would take to effect this conversion, the hardship that you yourself alluded to as likely to arise under the alteration of the law of settlement, would still continue?—For a short time. But in regard to the law of settlement, I think that looking to the results on the whole throughout Scotland, the making the law of settlement a birth settlement, is far to be preferred to the present system.

8104. Mr. *Orr Ewing.*] Is that because it is more just?—I think it is.

8105. Do you think that a man who has gone away from the country early in his life should have a greater claim for relief when he becomes old on the parish of his birth, than on the parish where he has spent his whole time and labour?—You may specify a particular case of hardship, no doubt.

8106. I am speaking of the general principle?—I do not think that that is the general principle.

8107. Do you think that if a man has been born in Islay, and has spent 50 years in Glasgow, and he becomes a pauper, he should go back to the parish of his birth?—I did not say that he should go back; I said that he should not go back.

8108. But you said that he should be supported by the parish of his birth?—I think so.

8109. How do you defend that as a matter of justice?—It is rather an arbitrary law, but you must have some law of settlement so long as you have local rates, and the question is what is the best plan. My opinion is, that looking at the various plans proposed, the birth settlement is the best.

8110. Do you think that there would be any difficulty in proving that it was an unjust system that a man who had lived away from the parish of his birth all his life to have a claim on the parish in which he was born instead of on the parish where he had spent all his labour?—It is a hard case, no doubt; but I think, adopting it as a general principle, it is better than any other. You could easily produce very good reasons against its application in such cases, but still looking at the law as a whole, I think that a birth settlement is the best.

8111. *Chairman.*] You would say that the law of settlement must always involve hardship in certain cases?—No doubt of it.

8112. But that the law which you suggest would create, in fact, less hardship than any other?—Yes, and it would save an enormous expense in litigation, which in a great many instances would almost equal the amount to which certain boards would be liable by having a birth settlement imposed upon them.

8113. Mr. *Orr Ewing.*] Do you not think that if your suggestion of a birth settlement were applied in the Western Highlands, it would amount almost to a confiscation of the property?—I do not think it.

8114. You are aware that there are several parts of the Highlands where the population is quite redundant?—I do not believe it.

8115. Are you thoroughly acquainted with the Western Highlands?—Pretty well.

8116. Do not you think that with regard to Harris, Tyree, and Islay, the population there is immensely too great?—Immensely too great in certain districts, but there is plenty of land for them to cultivate.

8117. Throughout Scotland, you mean?—Yes.

8118. But they are living in a place where there is no employment for them?—There ought to be, if a proper system of land management were adopted.

8119. Sir *Edward Colebrooke.*] With improved cultivation you think that there would be?—Yes, and improved management.

8120. Mr. *Orr Ewing.*] Until this improved cultivation takes place, do not you think it better to leave the law as it is than to have this law of birth settlement?—No, I think it infinitely more unfair to the whole of the ratepayers than the law which I propose.

8121. And you think it more just to send a man back to a country parish because it is the parish of his birth, although he has spent all his labour in a city like Glasgow?—I prefer that to the present law.

8122. Mr. *Cameron.*] Do you think that any chairmen of the parochial boards throughout those parts of the highlands would be favourable to your view of the question?—I cannot say; I know that the parochial board of Wick are.

8123. Are you aware that it is almost the universal feeling in the highlands, that so far from the birth settlement being made the only settlement the birth settlement, should be done away with altogether?—Very probably.

8124. Mr. *Orr Ewing.*] You would propose also that all Irishmen who have come over to Scotland, and have been of great use in executing our public works should be sent back to Ireland when they became infirm?—Most decidedly; they do not support our paupers in Ireland.

8125. What would you think of America if it acted towards us in that way?—I do not admire the American constitution; I prefer our own.

8126. *Chairman.*] You have turned your attention, I believe, to the question of the incidents of taxation, and the abolition of exemptions?—I think that there should be no exemptions at all; I would tax all property pure and simple.

8127. You would not exempt hospitals or schools?—I think they might be exempted, but if you once let in the wedge there would be so many demands, that it would be well to make no exemptions.

8128. It would be better to make one rule for all?—I think so; I think that it is a hard case that Government buildings such as the Court House, the Custom House, and so on, in Wick should be exempted.

8129. Sir *Robert Anstruther.*] Do not you think that it would be desirable to exempt such places as hospitals and ragged schools, which are not on the same footing as the Government buildings?—If you propose to exempt religious and educational buildings, I have no objection to that, but I think it better to have one rule.

8130. *Chairman.*] What ground would there be for exempting those buildings?—As being benevolent.

8131. That benevolence would then be taxing the ratepayers, would it not?—To a very little extent; but I think there should be no exemptions.

8132. Mr. *M'Lagan.*] I see from the report of your committee, that they are of opinion that there should be exemptions for buildings for "religious, educational, and philanthropic purposes"?—Yes, they say so.

8133. Mr. *Armitstead.*] Do not you think that se institutions rather tend to keep down the s; that is to say, that they tend to keep down perism, and so to keep down the rates?—Yes, s scarcely worth fighting about; in a small n it cannot come to more than a few shillings ear.

8134. Mr. *Miller.*] You mean assessing all itable property?—Yes.

8135. You do not allude to other classes of perty?—No.

8136. Mr. *M'Lagan.*] You do not agree with r Committee in this opinion, that buildings religious, educational, and philanthropic pur-es, should be exempted?—I so far agree with n, that I drew up the report myself.

8137. *Chairman.*] I presume you have modi-your opinion since then?—Well, I have been ding the discussions that have taken place in House of Commons on the subject, and I nk it is not worth while making a principle of the amount in the localities is so very small.

8138. You think that it is more a sentimental evance than anything else?—Yes; and a stion might arise as to the definition of the ms "benevolent" and "educational."

8139. With regard to these charitable institu-as, I believe political economists are of opinion t they increase pauperism rather than relieve —Yes; a great many of those educational in-utions are very richly endowed, and I do not why they should be exempted from paying es.

8140. Do not you think that it would be en-raging particular institutions to the prejudice others?—Yes, it might.

8141. Sir *Robert Anstruther.*] Is there any m in encouraging an institution, if it is a good titution?—Well, it is a small way of encou-ging it, if it is only exempting it from poor-es.

8142. Mr. *Orr Ewing.*] Do you wish to lead to believe that these institutions which are hly endowed feed the country with paupers? I did not say that, and I did not mean that.

8143. Do you think that ragged schools are ely to increase the number of paupers?—I uld think not.

8144. Rather the reverse?—Rather the re-se.

8145. *Chairman.*] Are you not aware that in eral of the towns in England where there are reat many of these charitable institutions, you e pauperised the dependent population who gregate there to receive these doles rather n to exercise their own industry?—Very pos-ly; when I gave the answer just now with ard to richly endowed institutions, I had in eye a ragged school in Wick, which is en-ved by a legacy from a deceased merchant.

8146–7. Mr. *M'Lagan.*] How long has that gged school been in existence?—About seven eight years; but the endowment has only now ne into operation.

8148. Has that school tended to reduce pauper-n?—I do not think it has had time yet to have y such effect.

8149. Sir *Robert Anstruther.*] What is the neral effect of it upon the ragged population? I have not had enough to do with it to know it; I think it has had a beneficial influence.

8150. *Chairman.*] Do not you think that the tem of boarding out children and educating m in the midst of family influences is far

superior to that system?—I think that they are distinct systems; in most instances the ragged school children are not the children of paupers, but of dissipated and improvident and drunken individuals.

8151. Then they are relieving the dissipated and drunken, and not helping the deserving?—It is for the sake of the children.

8152. Practically that is the result, is it not?—I think that a far better practical result is the education of the children.

8153. But does it not tend to induce the improvident to be more improvident, and to cast their children on the State?—Not at all; they cannot be more improvident than they are, and they would not educate their children if you allowed them to go about the streets.

8154. Mr. *Armitstead.*] In fact you save the children, by these means, from falling into the same position as that into which their parents have fallen?—Yes; at least we endeavour to do it.

8155. *Chairman.*] Would it not be better that they should be handed over to the parochial boards if they were deserving, rather than increase the ragged schools?—I would not provide any means for increasing the number of paupers.

8156. But I understand you to say that boarding the children out does not tend to increase the number of paupers?—I was referring to the deserted or orphan children, but I would demur to introduce any system of legislation which would throw the children of able-bodied men and women (which these ragged school children generally are) on the parochial boards.

8157. Does your parochial board subscribe to these ragged schools?—No; we could not vote money for that purpose. We pay the fees of such pauper children who go to the ragged schools.

8158. Do you find the present mode of raising rates for the relief of the poor acting hardly upon the poorer classes?—Well, it does; a great many poor men with low wages and large families find the taxation very heavy.

8159. Do you think that the descent of the taxation to that low limit has a tendency to make the ratepayers consider the fund as an insurance fund upon which they are entitled to throw their relatives, or to come themselves?—No, I do not think that; but still they do not hesitate to claim assistance as soon as they can get the means of doing it.

8160. Mr. *M'Lagan.*] I see in the report of your committee that you say that the lands occupied by owners for sporting purposes should not be exempted from the payment of rates?—Certainly not.

8161. In the case of agricultural lands, are you not aware that the game reduces the rental of the land, that is to say, the agricultural value of the land, very considerably?—Very possibly it does.

8162. Then if you assess the owner for the land kept for sporting purposes, would you not deduct that from the agricultural value of the land?—I would have no objection to do that as a matter of justice; but in the case of a landlord occupying ground solely for sporting purposes, I would object to his being exempted from payment of rates in respect of such land; at present it is not included in the valuation at all.

8163. Mr. *Hamilton.*] Is that the case?—It is the case; suppose the case of a deer forest, or a moor which is occupied by the proprietor

Mr. *J. Mackie.*

2 July 1869.

solely for sporting purposes, that is not included in the valuation roll.

8164. Mr. *Cameron.*] Do you mean to tell the Committee that a deer forest is not put down in the valuation roll, and so much assessed on it?—No; but I say that a deer forest, if occupied by the proprietor, is not assessed.

8165. Sir *Graham Montgomery.*] Is it not the case that the deer forest when let is entered in the valuation roll?—Yes; but when it is not let, but is occupied by the proprietor for sporting purposes, he pays nothing for it, and it is not assessed; at least in Caithness they claim exemption in those cases on the ground of the clause in the Valuation Act which relates to the matter.

8166. Mr. *Loch.*] Is it not the case that when the deer forests are in the natural occupation of the owners, they are assessed as if they were let for pasture?—That is not my impression; I know that the valuators in Caithness have not included moors in the occupation of the proprietors.

8167. Mr. *M'Lagan.*] Take a grouse shooting, that is not included?—No.

8168. And you think that it ought to be?—Yes; when the Duke of Portland purchased the estate of Langwell, part had previously been occupied partly as a sheep farm, and his Grace claimed exemption on account of the clause in the Valuation Act, but the justices on appeal refused his application.

8169. Sir *Robert Anstruther.*] They assessed him at what?—Upon its value as a sheep walk; but in the case of a moor occupied by his Grace, and by him alone, he would pay nothing on it.

8170. Mr. *Orr Ewing.*] You admit then that the previous evidence that you gave is incorrect, and that a deer forest is assessed upon its value as a sheep walk, but that a grouse moor is not?—I meant and said a grouse moor.

8171. *Chairman.*] But a grouse moor would be assessed on its value as a sheep walk, if there were sheep on it?—Yes.

8172. Mr. *Orr Ewing.*] Did you ever know such a thing as a grouse moor where there were no sheep?—Yes.

8173. Sir *Robert Anstruther.*] Did you ever know of a grouse shooting which nobody shot over?—Yes, for several years.

8174. Supposing that there were no sheep, and that nobody shot the game on the moor, on the value of what would you assess the moor?—If the proprietor refused to let it, and chose to multiply grouse and other game without any control, then I say that he is to blame in so doing, and in preventing the land from being applied to a beneficial purpose, and that he should be assessed.

8175. *Chairman.*] Upon the same principle that you would tax a man's house, even though he did not let it or occupy it?—Yes; I lay down the principle that all property should be assessed.

8176. Mr. *Loch.*] Can you tell us any example of a moor being kept for grouse, to the exclusion of sheep?—I cannot at present; but I know this, that parties claim exemption on the ground that those moors are occupied by themselves, and the valuator does not include them in the valuation roll in consequence.

8177. Sir *Graham Montgomery.*] Do you know in any such case of an assessor giving exemption?—I cannot specify a case, but I know this, that the assessor has frequently told me that he carries out the clause in the Act, and does not put those cases in.

8178. Mr. *Orr Ewing.*] As I understand you this grouse moor is occupied by sheep, and pays on the valuation as a sheep walk?—No, is totally exempted.

8179. Would you kindly hand in to the Committee the name of anyone shooting in which such is the case?—I will make inquiry on the subject, and inform the Committee.

8180. You are not quite certain on the subject, as I understand you?—I am quite certain that the valuator has told me that he has uniformly kept out the names of all proprietors occupying moors not let, and that they have not gone into the valuation roll at all.

8181. *Chairman.*] Not even for the shooting upon it?—For nothing at all.

8182. Mr. *Orr Ewing.*] Are you aware what it is that a grouse shooting, when it is not let, is not assessable?—I am not aware.

8183. You are aware that game is not looked upon as property?—Yes.

8184. And therefore would you not think it very unjust to assess a man upon what is not acknowledged by the law to belong to him?—I think it very unjust to exempt any property whatever.

8185. But this is not property?—It is not the game that pays the assessment; it is the land that pays it.

8186. When the proprietor is getting a rent from a tenant it is the value of it; but when it is not let, game not being acknowledged as property, is it not quite a just thing that it should not be assessed?—If he is getting a rent for it of course the case is clear. And I think that when he is employing it for the purposes of sport, then he ought to pay in respect of the land.

8187. Sir *Robert Anstruther.*] He ought to pay not in respect of the sport, but in respect of the land?—Yes.

8188. Mr. *Cameron.*] You think that he does not do so now?—I am under that impression, but I shall write to all the assessors in the north and ascertain from them what is their practice.

8189. Mr. *M'Lagan.*] I suppose what you mean is this, if you take an agricultural farm and the proprietor lets the farm to a tenant for agricultural purposes, both proprietor and tenant are assessed upon rental?—Yes, half and half.

8190. He lets the shootings to another tenant and they are also assessed upon that rental?—Yes.

8191. But if the proprietor the next year takes the shootings into his own hands he is not assessed on them?—Just so, and I think that he ought to be.

8192. *Chairman.*] On the ground that it is a value which he has the power of realising although he does not turn it into actual money?—Yes.

8193. Have you anything to observe on the law of mandates?—The mandate system, I think ought to be abolished.

8194. Sir *Robert Anstruther.*] Altogether? Well, I think that proprietors should be allowed to be represented by their factors, but I believe that the mandate system works exceedingly badly.

8195. Mr. *Loch.*] Are you inconvenienced by it in Wick?—Yes, very much.

8196. Mr. *M'Lagan.*] Would not you make a distinct

inction between non-resident and resident prietors?—Yes; I would allow the non-resi- t proprietors to be represented.

197. Take the case of a lady, even though was resident, would you not allow her to be resented?—No; I think that she has the e interest as others, and can easily attend the tings.

198. I hope you do not mean that we are e to that, that ladies are going to take a part our deliberations in this county?—I think t the abolishing of the mandate system, and wing proprietors to be represented by their xies and factors, would be an advantage.

199. Mr. *Cameron.*] Questions might arise at board, in the discussion of which it would be nvenient for ladies to take any part, might e not?—Well, there are few ladies that are prietors.

200. If you abolish the mandate system gether, a lady, who was a proprietor, ld have no voice on the board?—I would e her factor the power of appearing for her.

201. *Chairman.*] You would allow parties ng under commission to represent proprie- s?—Yes, certainly.

202. With regard to assessment, you recom- d assessment on the gross rental, do you not? do, but the board did not approve of that w. I think that there would have been a ority at the meeting against it, and, there- e, we did not wish to divide the board. But lo think that the Bill which the Lord Ad- ate has introduced recently to abolish the h section of the Act, is a good one.

203. You are aware that there is a strong ling throughout the country in favour of his tinuance in that measure?—That is my w.

3204. Mr. *Loch.*] You think that it simplifies system of rating, and at the same time com- s no injustice against any class of property? That is my opinion. There is one matter in ard to medical officers that I wish to say a words upon. I think that they ought not to subject to annual election. We elect them nually, but we have a great fight almost every ar about it, and it is almost the only time t the mandate system now comes forward and turbs us.

3205. *Chairman.*] What would you propose tead of annual election?—That they should subject to the same regulations as the local pectors. The collector should be subject to nual election, but not the inspectors or medical cers.

3206. You would appoint the medical officer ring good behaviour?—Yes.

3207. And during competent conduct of the es under his care?—Yes.

3208. Mr. *Loch.*] Is the medical officer often nged?—Not often. We have two medical icers, and we pay each the same, 50 *l.* a-year luding medicines, but they receive payment all medicines given to paupers not belonging the parish.

8209. Have you often changed your medical icers?—We have changed several times, and empts have been made last year to change ain.

8210. For good reasons?—No reasons at all re alleged; very often personal and political sons are introduced, and other matters.

8211. *Chairman.*] I understand you to say that for 50 *l.* your medical officers supply medicines as well as give their services?—They do.

8212. Do you think that a good system?—I do. The Board of Supervision are, I believe, not in favour of that system.

8213. You have no dispensary?—No; but the doctor gives a recipe to the patient, and makes a bargain with a druggist for supply of the medicines.

8214. Do not you think that that system makes a man give less medicine than he otherwise would to save his own expenditure?—We have never had any complaints. We have had complaints as to the wine and the beef, which we pay for independently, but recently that has become more satisfactory. We have entered into contracts for them.

8215. Then you would leave the appointment of these officers, I presume, in the hands of the parochial boards?—Decidedly.

8216. But not under the control of the boards?—Under no control whatever from them.

8217. Do you think that you would get better officers, and better inspectors?—I think that on the whole we have very good inspectors.

8218. Is your inspector also the collector?—No; it could not be done by one individual.

8219. What do you pay your inspector?—£. 160 a-year.

8220. And your collector?—A poundage. In the case of those proprietors who pay a large sum, he gets a small per-centage (we have one proprietor paying 500 *l.*); upon small sums the per-centage is larger; it is from 2½ to 4 or 5 per cent.

8221. Do you know what the collector's pay comes to in the year?—Upwards of 100 *l.*, but then he has to pay all the expense of circulating the schedules and all incidental outlays; the board has nothing to do with that.

8222. That expenses might be saved by adapting the machinery of the income tax, or of the Government collector?—I do not think it. As we have only one or two Government collectors in such a county as Caithness, it would involve the ratepayers in distant parishes in a large unnecessary expense, or it would involve the Government sending officers round the county, which would leave matters in the same position as now in regard to expense.

8223. You indicated a little time ago that you would assess through the income tax machinery?—Yes; but the assessing and the paying of the assessment are two different things,

8224. How would you work it in that way?—As it is wrought at present.

8225. Would you make the Government assessor for the income tax the assessor also for this purpose?—In some counties the Government valuator is the assessor for the whole county; I am speaking only of rental; the tax payable upon property does not go below a certain sum; we pay to Government on all houses above 20 *l.* property tax, but if you introduce the system of making the Government collector collect small rates, then you must introduce a much more complete and expensive machinery.

8226. And you would not be inclined to take the income tax limit for the purposes of taxation?—No; I think that there are a good many rents under 20 *l.* where the parties are quite able to pay poor-rates, and they ought to be made liable.

8227. What would you suggest as the means of gathering taxation upon a man's means and substance?

Mr. *J. Mackie.*

2 July 1869.

substance?—I would keep the present income tax machinery so far as that is concerned, and hand it over to the collector to collect it.

8228. But the income tax assessor would still have to assess below 100*l.*, and you could have all that expense?—But the machinery of assessing exists; in a great many towns and counties the Government assessor makes out the valuation roll; it would involve no additional labour to him, as far as making the assessment is concerned, but the collecting of it would involve a great deal.

8229. You would have him assess it, and intimate it to the collector?—Yes, as at present.

8230. It is only with reference to your spare population that you do not think that it would be a saving to put it into the hands of the Government collector?—I think that we could have fewer collectors than we have, but in large parishes you must have a separate system of collection.

8231. In large combinations you could reduce the expense of collection?—Yes.

8232. By the poundage system?—It is only in Wick that that is adopted; there is a fixed salary in the other parishes; I think that two collectors could collect the whole of Caithness.

8233. Have you anything to tell us of the views that the pauper class take of the present state of the law, and of its administration; are they contented?—No, I do not think that they are contented.

8234. Do you mean that they are discontented with good reason, or do you think that they have a higher claim?—They think that they ought to get more, and really, all things considered, the amount allowed them is exceedingly small. I should certainly say that if we had the power that parochial boards ought to have, namely, the power to increase the allowance to the deserving poor, I would not keep them in the same position as undeserving paupers.

8235. In your opinion, with the modifications that you have suggested, you would be able to reduce the rates and give better allowances to the deserving poor?—Yes.

8236. Is there any other point that you wish to remark upon?—No.

8237. Mr. *M'Lagan.*] You propose to abolish the Board of Supervision and to substitute for it a Secretary of State for Scotland?—Yes.

8238. In fact, you put the Secretary of State for Scotland in the same position as the President of the Poor Law Board in England?—Yes.

8239. Are you aware whether there have been any complaints regarding the change from having a permanent board in England, to having a President of the Poor Law Board?—I am not aware. I just look at the matter in a practical light, and I say, judging from my experience of the operations of the Board of Supervision in Scotland generally, and in Wick in particular, that it is most desirable that that board should be abolished.

8240. Have you not heard that complaints have been made, and that there is a growing feeling of dissatisfaction in England at the policy varying with the change of the Presidents of the Poor Law Board as the ministry changes?—I have heard that talked of.

8241. Do not you think that it would be an evil, therefore, if you were to substitute the Secretary of State for Scotland for a permanent board like the Board of Supervision?—I do not think it.

8242. *Chairman.*] You are aware that in England the local system is not the one that you have indicated?—No, certainly not.

8243. The guardians of the poor are absolute as to whom they shall admit to relief or refuse it to?—Yes.

8244. Sir *David Wedderburn.*] Do you think that such a secretary for Scotland, responsible to Parliament, would be a safer court of appeal than an irresponsible board?—I think so; and I think that it would give to the local boards that system of self-government which the Board of Supervision denies them. I may state that last year, in consequence of the operation of the rate-paying clause in the Reform Act, the payment of rates was unprecedented.

8245. *Chairman.*] You had then fewer applications for exemptions of payment on the ground of inability to pay?—There was no application for exemption last year at all. We had not a meeting during the year to dispose of applications for relief.

8246. At that time what was your average number of claims that got exemption on the ground of inability?—I think several hundreds.

8247. How much on an average have been the exemptions annually granted?—I should say a couple of hundred pounds.

8248. And the number, would be what?—Two or three hundred people, representing from 150*l.* to 200*l.*

8249. So that, though none have applied for exemption, they have taken exemption by not paying, I suppose?—This year they have; they had only to the 20th of last month, to secure admission to the electoral roll.

8250. It was only on the first blush that the new law had the effect you speak of?—Yes; this year our roll will be 300 less. I have just one other remark to make in regard to able-bodied poor. We all are of one mind in the north that the system of paying able-bodied poor out of the poor rates should not be introduced. There is a very strong feeling against it.

8251. You would not give the board any discretion in reference to that?—None whatever; we think that if the present system has had the effect of demoralising the paupers, as it certainly has, then, if you extend the system, you increase the means of demoralisation.

Tuesday, 6th July 1869.

MEMBERS PRESENT:

Sir Robert Anstruther.
Mr. Armitstead.
Mr. Cameron.
Sir Edward Colebrooke.
Mr. Craufurd.
Mr. Ellice.
Mr. Crum Ewing.
Mr. Orr Ewing.
Mr. John Hamilton.
Lord Advocate.
Mr. Mackintosh.
Mr. M'Lagan.
Mr. Miller.
Mr. Arthur Peel.
Sir David Wedderburn.

EDWARD HENRY J. CRAUFURD, Esq., IN THE CHAIR.

Mr. ROBERT HAWKER ISDALE, called in; and Examined.

Mr. *R. H. Isdale.* 6 July 1869.

2. *Chairman.*] I BELIEVE that you are a er of the parochial board in the parish of ee?—Yes, and I have been so for eight or ars; I am a member of the acting com- of the parish; I am also a member of nd Benvie parish in Forfarshire, and of the ars parish in Fifeshire, and I am a large yer.

3. Are you on the poorhouse committee —I am also on the poorhouse committee, ct as convener of the review committee of use.

4. What do you mean by the review com- e?—For reviewing the whole paupers in the , and which is done periodically, and by its parties who had no legal claim on the were ordered out, and children were ed by it to guardians in the country.

5. You have given considerable attention management of the poor, I believe?—Yes; generally acquainted with the working of or law for these years past; I should say n connection with this matter our board has ken a very deep interest in the poor law, and d its attention turned to the subject of the lment of it as a whole.

6. Is your experience of the poor law con- to the time during which you have been a er of these various boards, or have you our attention turned to the subject pre- y?—More or less for the past ten or a years I have given some attention to it ally.

7. You cannot speak to the operation of w before 1845?—No, not further than I read and heard.

8. What is your experience of the working law, its principles and administration, upon eople and pauperism?—Generally speaking, ave found the law to be useful and sub- nt to the purposes of the present time, gh capable of many amendments and altera- by way of improvement.

9. Do you find an increase of pauperism ared with the population in the last 10 ?—Yes; I should say in connection with this subject, that our Board had a motion submitted to it by one of our members, calling attention to this subject as a whole, and we were asked to give in a report (which we did), upon various points, such as the propriety of the present law of settlement, also on the extension of the area of chargeability, on the subject of the able-bodied question, and on the unequal representation of parochial boards, as well as on the question whether or not there should be a court of arbitration for the settlement of disputes. The various points were brought before the board, in a report which was submitted on the 6th of August 1868. That report, I understand, has been presented to the Committee by Provost Hay.

8260. Have you seen Provost Hay's evidence?—I have not seen the official report of it.

8261. So far as you have seen any report of Provost Hay's evidence, do you concur generally with the evidence that he gave?—Generally speaking, I do; there are exceptions, which in the course of the morning I shall refer to. We are convinced that the present Act is superior to anything that has gone before it, so far as our experience as a board is concerned. We find that under the present mode, paupers have a fixed system of obtaining relief, which we find under previous Acts, such as that of 1579, did not exist, and we are satisfied that the present Act, with certain alterations, would be superior to anything that has gone before it of a voluntary nature.

8262. What are the alterations which you suggest?—Before going into that in detail, I will refer to our present state of pauperism, if you will allow me. We find that during the past 10 years our applications for parochial relief have very much increased in number. In 1859 and 1860, they stood at 1,091, and last year they stood at 2,597.

8263. *Lord Advocate.*] That is in Dundee?—That is in the parish of Dundee; that is the number of applications for relief. I should state that the numbers chargeable to the parish for that period have stood as follows: in 1860 we had 1,303, and in 1869 they stood at 1,726. I should also mention that, of course, during that

Mr. *R. H. Isdale.*

6 July 1869.

period the population of the parish has considerably increased. In 1861 the population of the parish stood at about 68,966, and now it is somewhere about 80,000 to 85,000. I should also mention, in connection with the increase of pauperism of the past two years, that the staple trade of our town has been depressed since 1866, and no doubt the increase of the applications has come about somewhat in consequence of that. Our expenditure, as a board, has also considerably increased of late years. In 1858–59 our ordinary expenditure stood at 11,190 *l.* 12 *s.* 7 *d.*, and our expenses of management for that year stood at 1,646 *l.* 15 *s.* 6 *d.*; and for the past year, 1868-69, our expenditure has been about 18,550 *l.*, and the expense of management has stood at about 2,053 *l.* 6 *s.* 4 *d.* I should state that our out-door expenditure has considerably increased. In 1858–59 the expenditnre on the out-door poor was 5,923 *l.* 16 *s.* 9 *d.*; being an average per head of the population of 5 *l.* 18 *s.* In 1859–60 it was 5,817 *l.* 6 *s.* 3 *d.*; in 1860–61 it was 5,354 *l.* 12 *s.* 11 *d.*; in 1861–62 it was 5,479 *l.* 19 *s.* 3 *d.*; in 1862–63 it was 5,830 *l.*; in 1863-64 it was 6,021 *l.* 1 *s.* 1 *d.*; in 1864–65 it was 5,763 *l.* 12 *s.* 3 *d.*; in 1865–66 it rose to 6,304 *l.* 10 *s.*; in 1866–67 it rose to 6,557 *l.* 2 *s.* 9 *d.*; in 1867–68 it rose to 7,406 *l.* 2 *s.* 5 *d.*; and last year, 1868–69, it amounted to 8,190 *l.* 8 *s.* 3 *d.* The difference per head, contrasting 1858–59 with 1868-69, stood as 5 *l.* 18 *s.* against 7 *l.* 10 *s.* 9 *d.*

8264. *Chairman.*] What were the causes of this increase?—I presume that they are to be traced generally to the increase in the price of provisions, and to consequently increased allowance to the paupers, as a whole.

8265. *Lord Advocate.*] Do you mean that the increase of the allowance is due to the increase in the price of provisions?—Partly, I should say.

8266. *Chairman.*] Do you consider that in these two periods the poor were equally well provided for, or has there been any improvement in the provision made for the poor in the out-door relief represented by this increase?—I should say that there has been an improvement.

8267. You think that the allowances are better than they were, comparatively, in 1858?—Yes; with regard to the rates of assessment, our present assessment stands at 9 *d.* per pound on proprietors and $9\frac{2}{3}$ *d.* on tenants, the difference being brought about by the classification under which the parish exists; our total assessment is something between 16,000 *l.* and 18,000 *l.* The gross rental being 307,609 *l.* 10 *s.* with its annual value under the usual deductions being 242,723 *l.* 14 *s.*

8268. Your out-door relief does not include lunatics, I suppose?—No; the figure that I gave does not refer to lunatics at all; it refers to out-door paupers as opposed to the poorhouse provision. Our rates of assessment have got somewhat lower in amount during the past years; that is owing to the increased basis, a large quantity of new property having been brought in in various parts of the parish. In 1862–63, the year that we made the change from means and substance to rental, our asessment stood at 11 *d.* for proprietors and $11\frac{2}{3}$ *d.* for tenants. As I have just said, it has got down to 9 *d.* in the pound for proprietors and $9\frac{2}{3}$ *d.* for tenants.

8269. What is the increase of valuation in those two years?—It must be very considerable; I have not the exact figures here, but it is something considerable; it is annually increasing.

8270. Can you tell us generally is the incre of the valuation fairly represented by the di ence in the rate, or has the increase in the va tion been greater than the reduction?—No should think that they bear a fair proportion one to the other. Our gross rental at the pre moment is 307,609 *l.* for the parish, and our nual value under the usual deductions, 242,7

8271. We have a joint valuation here, i table, of Dundee, Liff, and Benvie?—Yes, and Benvie stand now at 88,862 *l.*

8272. £. 375,303 is what we have for Dun Liff, and Benvie?—Yes; I am giving you individual proportions. I should refer here portion of the assessment which we consid very troublesome portion to collect; I refe the assessment put on rents of 5 *l.* and un The number of such rents in Dundee, Liff, Benvie alone is 13,462, and their gross rent about 42,400 *l.*; that is as between Dundee Liff and Benvie. Dundee alone has 9,65 these, the rental of which is about 30,381 *l.*, the assessment exigible from that sum is al 951 *l.* 18 *s.* 10 *d.* I find that during the 1867–68 we had to relieve something like 5 of these parties chiefly, whose rents were 5 *l.* under, and that out of the assessment 951 *l.* 18 *s.* 10 *d.* generally we had to rel 562 *l.* 2 *s.* 2 *d.* So that you will observe out of that sum we only receive somet like 389 *l.* 16 *s.* 8 *d.*, for which we had a amount of work and trouble in sending st tory notices and notices for payment; I pose some hundreds of them; and it is felt the expense in this department is not at all e to the sum that we receive for them.

8273. Mr. *Miller.*] Do you mean that you by it?—We do.

8274. Sir *Robert Anstruther.*] That the penses were more than 389 *l.*?—No; but tha proportionate part of the expense of recov the whole assessment that belonged to this sum that we received was so large that it w real gain to us.

8275. *Lord Advocate.*] Did I rightly u stand you that you excuse more than ha those legally liable?—These were written under their own appeal on the ground of pov Our recommendation would be that a limit 4 *l.*, should be fixed upon, and that all under rental should not be charged, I mean th refer only to the tenants; my own opini that so far as landlords are concerned, should be made to pay their own part of assessment. It is held by some that propr ought to get clear of it, inasmuch as they saddle the tenant with it in the end; but my opinion is that if any man invests his capi this class of property he should bear al burdens in connexion with it.

8276. Do you not find that a conside number of those tenements belong to the proprietor?—Yes, a considerable number b to individuals who give themselves up t cultivation of that class of property.

8277. Mr. *Miller.*] Do you think that would be any unfairness in making the ow that property pay the rate both for owne occupier?—In my opinion, there would be might place an embargo on the erection of dwellings, and so unduly limit the supply o houses.

8278. Is there not a large per-centage d from that class of property?—I do not su

the returns from that class of property are so
at as is usually supposed.
279. What do you suppose it is on an aver-
?—I do not suppose that it exceeds from 6 to
r cent. after the necessary disbursements.
280. *Lord Advocate.*] The repairs come heavy
n property of that kind?—Yes, and a very
e portion of it is inhabited by weekly tenants
have the facility of leaving the premises on
ng eight days' notice; that involves a vast
unt of destruction of property.
281. Supposing you had the right of simply
ging the landlord his half, and exempting
tenant at 4 *l.* and under, as you suggest, do
think that that would greatly increase the
enience and the economy of your adminis-
on in that matter?—I think it would.
282. Sir *Robert Anstruther.*] But if you were
harge it all upon the owner it would only
e to this, that he would increase his weekly
would it not?—I do not think it would, for
reason, that there is a cure in the hands of
tenant, he has a choice of property; if he
a landlord who is going to be more exacting
he ought to be, he can find some one

283. *Lord Advocate.*] Supply and demand
to a certain extent, regulate it?—Yes; in
dee, at this time, I should say there is more
y property of that class than there has been
many years.
284. Mr. *Miller.*] That is not a usual thing,
?—It generally follows during depression of
e.
285. *Chairman.*] In suggesting the limit of
are you speaking of the parish of Dundee
, or of all the parishes with which you are
ected?—The parishes with which I am con-
ed, including Liff and Benvie as well, I
ve, also, that it would have this beneficial
t, if these parties to whom I refer were
pted, that we would have fewer applications
parochial aid. We generally find, as a rule,
these parties come before us at our relieving
mittees with a statement that they have long
contributing to the rates, and they seem to
ine that they have thereby acquired a vested
in them; and this is very frequently made
basis of their application for relief to the
d; we find that daily.
286. *Lord Advocate.*] Repayment of their
rates is what they apply for, in fact?—Yes;
yment of their own payments. I believe that
would relieve these classes we should fami-
e them less with pauperism and applications
elief; and I believe that their own relatives
d come forward in that case and contribute
eir support much more freely and voluntarily
they do now.
287. *Chairman.*] Have you ever considered
question whether that system of relieving
e parties from their rates should not be con-
ed as parochial relief, in fact, so as to inter-
with their obtaining a settlement?—I do not
e follow the question as now put.
288. If a party resides in a parish without
ying for relief a certain number of years, he
an industrial settlement there?—Yes.
289. If he gets relief during those five years
annot get a settlement, I believe; but if he
relief from paying rates, you have never
idered that as parochial relief, and he may
his settlement notwithstanding that exemp-
?—Yes. I do not think that that would
42.

matter very much; as, if the suggestion now made were adopted of not charging the tenant, no such consequences could follow; it is a legal question.

8290. You have not considered, on your board, the effect of that upon the law of settlement?—No; I do not think that we have paid particular attention to that in the form now named.

8291. *Lord Advocate.*] I suppose that, apart from the poverty of these persons, the expense of collecting small rates from persons, at 4 *l.* and under, would of itself be sufficient reason for not levying them?—Amply sufficient.

8292. There must be many men in that position who are not paupers, and never likely to be paupers?—A very considerable number; and hence the obvious necessity for the suggestion now made.

8293. Mr. *Armitstead.*] Is not that the reason why they do not collect the rates in Dundee under 4 *l.*, because it is too expensive?—Exactly; we are bound to collect the rate as the law now stands, and we can only write them off on their own appeals. We are bound to enter all their names on the register now, so that they may acquire a right to the franchise by the payment of the rate. But I do not think that any man's right to the franchise should depend on the payment of rates to that extent now mentioned.

8294. But before the extension of the franchise, you adopted that system of exemption?—Yes. We have carried out, in fact, the means and substance system, which allowed a man, not having more than 30 *l.* a-year, to be relieved from rates.

8295. *Chairman.*] But you have been prevented from continuing that system of exemption, by the recent decision?—Yes.

8296. It was decided that you could not draw a money line for that purpose?—Yes, it was so.

8297. *Lord Advocate.*] Do you think that that law, so laid down in the case referred to, should be altered so as to leave the board the power of drawing a money line?—I think the suggestion now made the proper cure.

8298. *Chairman.*] Have you found any inconvenience from the rate-paying clauses of the Reform Act of 1868, with reference to collecting the rates or excusing people?—I think we have, and I think that the preferable mode would be to delete those clauses, so far as the rents to which I refer are concerned.

8299. We heard from Provost Hay that last year there were no male applicants for relief from the payment of rates at all?—No, because they either paid the rates themselves, or they were paid at all events by certain parties.

8300. You do not know who paid them?—I am not aware; the presumption was that the people paid their own rates.

8301. Sir *Robert Anstruther.*] The result was that there was a great increase of female applicants for relief from the payment of rates, was it not?—I am not aware. I think that the only remark on that score is that the applications for relief from payment of rates chiefly came from females.

8302. *Chairman.*] Generally your applications for such relief up to that time were pretty nearly equal from both sexes?—Yes, I should say that they were.

8303. And last year you had none scarcely from male persons?—Just so; I may say that I find now, on reference to my notes, that I can give you the valuation for 1866-67. It stood then

Mr. *R. H. Isdale.*

6 July 1869.

at 268,297 *l.* 3 *s.*, and the annual value under the usual deductions was 211,876 *l.* 10 *s.*

8304. Do you agree with Provost Hay in the evidence that he has given us generally that the operation of this law has tended to create improvidence among the poorer classes?—I think that it has that tendency, inasmuch as it allows them to rely more upon the aid of public rates than on their own exertions.

8305. And do you agree with him that the ratepayers, especially those that you have lately been describing as being near the limit of pauperism, look upon the rates as an insurance fund to which they have contributed, and upon which they, therefore, have a right to come themselves, and to throw their relatives?—Undoubtedly I do.

8306. In reference to that, have you any suggestion of an amendment of the law to remedy those evils?—I should say that so far as the poorhouse is concerned we find that that is the only means presently in the power of parochial boards to check this expenditure.

8307. You are for a stringent application of the poorhouse test?—For a stringent application of the poorhouse test.

8308. Do you agree with those who recommend the limitation of all relief to in-door relief only?—I should limit relief to in-door relief alone, except in the case of aged people, people whose lives have been well spent, and who have come to poverty through no fault of their own. In cases of that description, I think that their feelings should be respected; I think that were these to be asked to accept of the poorhouse, it might be considered a hardship and unkind treatment of them on the part of the parochial boards, but generally speaking, I should consider that other classes should have in-door relief only.

8309. You would wish the discretion left in the parochial boards, to give out-door relief in such cases as you have referred to?—Yes; you have already received the figures, and therefore I need not trouble the Committee with them again, of the applications of the parties that we have offered the house to, and the number who have accepted it; I should say that we find that of those who really go to the house, a very small proportion remain for any period of time in the house, showing the value of the check. I have a table prepared here for the past three years, which shows the length of time, on the average, these people remain in the house; in the year ending 1867, there were 699 persons offered the house; of these, 101 only remained for seven days and under, 71 of them only remained for less than 14 days, 53 for less than 21 days, 65 for less than 28 days, 30 for less than 35 days, and 37 for less than 40 days; being about 357 who had actually left the house again before the expiry of six weeks.

8310. What becomes of those who leave the house in that short period?—They just drop into the general population again.

8311. Do they support themselves by industry, or come back again to the poorhouse?—In some instances they do make their appearance again, but the larger proportion of them we do not have back.

8312. They do not come again to apply for relief?—They do not, generally speaking, become chargeable on the rates again.

8313. Mr. *Ellice.*] Have you any rule with reference to those that have left the poorhouse for limiting their re-admission?—No, we have no rule; but so far as the authority of the house concerned, we are of opinion that some ena ment should be put on the Statute Book, where we could have the power to ask for an increa notice. A pauper can leave the house just n on giving 24 hours' notice to the governor. find that many persons, persons given to t drink, and others of loose character, leave house for these purposes; and so soon as th have exhausted their all, they immediately ap to have relief again. In this way the author of the house is very much interfered with. opinion is, that increased notice should on e application be required of these parties; say, t for a second application, 48 hours' notice sho be given; and that for a third application still further period of notice should be requir so that the parties could not voluntarily allowed to leave the house within a cert period.

8314. Mr. *Hamilton.*] At present, they r leave the house one day, and insist to be tak back the next?—Yes; and that acts very de mentally on the discipline of the house.

8315. Mr. *Ellice.*] You have no power of fusing them?—We have this power, to g them out-door relief, which, however, in m instances, is a very unadvisable course.

8316. *Chairman.*] Of course, if you made poorhouse test more stringent, you would have the power of refusing the poorhouse, you would make that the sole test?—Exactly

8317. In the event of a more stringent ap cation of the poorhouse test, would you rec mend a classification of the inmates, so as separate the inmates more from one another I think that it would be advisable to do so.

8318. Could it be done without a great crease of the cost of the poorhouse?—I think because if you have the accommodation for whole, you might have the same accommoda for different sections.

8319. You would require to have a gre number of common rooms?—Yes, more divis in the building; but the advantages deriv would fully warrant any temporary expendi under this proposal.

8320. Sir *Edward Colebrooke.*] What is average number in the poorhouse?—Our ave number in the poorhouse now is about 440; is our daily average, including pauper luna We are making additions to our house just for 100 or 150, and I should estimate that accommodation which we are providing now be sufficient, for the next eight or ten years the parish. We are also making consider additions to our cooking and heating appar in the house. As a general rule, we do not it to be an advantage to keep children in house. We think that thereby they are f liarised with pauperism, and we find it t rather an advantage to board them out with sants in the country, where they receive a sound education at the parish schools, and taken care of.

8321. *Chairman.*] How do you provide fo cooking of food in the poorhouse?—We ha regular system of cooking under the charge cook.

8322. Have you a regular salaried coo We generally get the work done by partie the house, taken from among the paupers t selves.

8323. I ask you the question, because

s been a suggestion made that that system is ther wasteful in the management of the vic- alling department?—That must altogether pend upon the individual that you have in rge of the house. We have a very excellent vernor and matron, and under their super- ion we find that really there is no loss; that, fact, economy is exercised by the present de. The majority of the work that we require be done is done in the house by the paupers emselves, such as tailoring, shoemaking, and e work; and the washing of the clothes is all ne by the paupers themselves.

8324. I am speaking with regard to the cook- g solely; it has been suggested to me that ere is some waste in the management by not ploying a regular cook in the matter, who uld utilise the materials for cooking to the best vantage; that is not your view?—Well, as a rish, we have had no such experience, it has en all the other way.

8325. Mr. *Hamilton.*] What food have you to ok?—The whole of the food used by the paupers the house.

8326. That is principally broth, is it not?— es; and preparing their breakfast, you know, well as their supper, generally an oatmeal pre- ration. I should say that we have also a creed gistry in the house, so that every facility is lowed to the parties there to have full exercise their religious belief, whatever creed they long to, and that registry lies open to all.

8327. *Chairman.*] You have no complaints on at score?—We have no complaints.

8328. Not from the Roman Catholics?—We ve had no special or official complaints from the oman Catholic clergymen. The only complaint at I have heard is that they have no place for rforming mass in the poorhouse; that we cannot ve, but they have every other facility for inter- urse with Roman Catholic clergymen.

8329. Have you, in the boarding out question, in the education of your children, had any fficulty with the Roman Catholics?—No, we ve not experienced any difficulty in that re- ect. If a child of Roman Catholic parents ppens to be in the house, or receiving relief in e parish, we immediately send notice to the oman Catholic clergymen in the town that we ve the individual with us. If they choose to ke charge of him we allow them the full power d we pay the expense of his education, and he sent to a Roman Catholic school. If they do t choose to take charge of him we send him to school at our own discretion. Our schools, I ould say, are regularly inspected by the in- ector for the parish, and also by the members the acting committee.

8330. Sir *Edward Colebrooke.*] Have you a hool attached to the poorhouse?—We have a hool in connection with the poorhouse, and the aplain gives instruction to the children there. he numbers are very few, because they are ntinually being drafted off to the country.

8331. And the inmates are constantly changing?—Yes; I should mention, with reference to the ducation given, that it is of a very substantial ind; and I should also say, talking of Roman atholic children, that the schools that I have isited myself in connection with the Roman atholics, are really of a very superior nature, nd the secular education which the children get here is very good.

8332. *Chairman.*] Have you any suggestion to make with regard to giving the parochial boards greater power to remove children out of the poorhouse when the parents are in the poor- house. You cannot remove them now, in that case, I think?—No, unless they are deserted children or orphans; then we have ample power. We do not consider it desirable to separate parent and child, from family reasons, unless it be that the parent has taken to habits of insobriety. In that case (but the cases have been few), we have separated the children from the parents, for the good of the children.

8333. You find that you have practically power enough on that behalf?—Well, our power has not been questioned.

8334. Do not you think that the advantage would be great of boarding out all children, whether orphans or with parents living, and not keeping them in the poorhouse?—I am of opinion that it would, in the interests of the children, whereby they would be removed from the atmo- sphere of pauperism.

8335. And would it not be desirable that boards should have that power in all caases?—I am of opinion that boards should have that power, be- cause it would be to the advantage of all parties; I should say that we regard, and I personally regard, education as one of the most potent means by which pauperism can possibly be diminished.

8336. Sir *Edward Colebrooke.*] Could you state in what proportion the children are boarded out?—I think that we have now 181 children chargeable to the rates, and the larger proportion of them are boarded out.

8337. And has this system been in operation for many years?—For a considerable period.

8338. You have had opportunities of testing it by following the children who have been sent out in this way?—We have; we have had oppor- tunities of judging of their after course as the result of the system employed in boarding them out and also in their education. In the country we find as a rule that they get into the families of these peasants and learn industrial habits, and in turn become useful members of society.

8339. And does that apply to female as well as male children?—Yes; we keep the children on the board and at school, the boys till they are about 12 or 13 years of age, and the girls a some- what shorter period.

8340. Sir *Robert Anstruther.*] Are you of opinion that advantage would be derived if we had a compulsory system of education among the lower classes?—I am decidedly of that opinion; I should even be prepared to go for a secular system, provided that we could not get parties to agree to the religious element. I think that there is an immediate necessity for having the secular education of the children attended to.

8341. Have you considered what difficulties there would be in carrying out a compulsory sys- tem?—Of course difficulties would be experienced, but I do not think that the difficulties would be anything like so great as the advantages that would arise to the whole body of the people from that system.

8342. Mr. *Armitstead.*] Have you any idea of the feeling of the working classes themselves on that subject?—I do not think that they would object to it themselves; they complain when they come to grow up that they cannot read and write, and have to make the usual cross when they have to write their names. I think that if it were imperative on parents and guardians to see educa-

Mr. *R. H. Isdale.*

6 July 1869.

tion more widely extended than it is, very beneficial results would follow.

8343. Mr. *Orr Ewing.*] What means would you adopt to that end?—Of course that is a matter of detail, and for legislative enactment.

8344. You have not thought how you would carry it out?—I would carry it out to this extent, that I should extend it to all.

8345. Up to what age would you have the children thus educated, after they had gone to work?—I think that could be dealt with in detail. We find that in some of the large works of Dundee the same idea has taken possession of the proprietors. In the case of the firm of Messrs. Baxter Brothers & Company, in Dundee, the firm provides for the education of the children to the number of 800 or 900; they provide writing materials and books, and pay the teacher's fees, all free.

8346. Sir *Robert Anstruther.*] What compulsion is used there?—I do not know that any compulsion is used there; I do not think that it is necessary; I think that the parties themselves consider it a blessing, and avail themselves accordingly.

8347. Do you think that the working classes themselves are prepared to make some sacrifices of independence in the matter, for the sake of the advantages that would be gained on the other side?—I do not know; but I think that if a man were to put his independence against that which would be a national good, his independence should simply be put out of the way.

8348. Mr. *Orr Ewing.*] You say that you do not think that compulsion is necessary?—I think that the working classes themselves would fall too gladly into anything of the sort now suggested.

8349. I thought you said that compulsory education was necessary?—I think in the first instance it is necessary.

8350. I suppose that these proprietors of Dundee, that you alluded to, are under the Factory Act?—Yes.

8351. And therefore they are compelled by law to see that the children go to school for a certain number of hours in the day?—Yes; but independent of that obligation, there is a school of their own opening, and maintained by themselves voluntarily.

8352. Attached to the works, so that the children can conveniently go from the works to the school?—Yes.

8353. Mr. *Armitstead.*] Do you find that among the more intelligent working men, who take the lead in all their various agitations, a compulsory system of education is advocated?—Decidedly so, and very strongly advocated.

8354. The intelligent classes among them insist on it?—That is a matter of fact; with reference to the present system of applications I should wish to say to the Committee that it appears to me that a very great deal depends on our system of inspection in dealing with the claims of pauperism.

8355. *Chairman.*] You mean applications for relief?—Yes, and dealing with these applications when once before us.

8356. What suggestions have you to make on that subject?—I would suggest that the inspector should be enjoined to look more stringently after the applications put before him. You will observe that when a party applies for relief his application is taken down by the officer in attendance; that application is then handed to the sub-inspector, who goes to the homes of these parties, and makes inquiries of neighbours and others and returns with his report to his inspector, who in turns, lays it before his review and relief committee, as we call it. Then these parties hear what the sub-inspector has to say on the subject or read his report, and decide accordingly, either for in-door or for out-door relief, as they think proper. But what I want to say is this, that I think the more efficient the inspection we can have the better, and I am strongly of opinion that in many instances this inspection is not so efficient as it requires to be.

8357. Why is it not so efficient?—Simply because in many instances the proper parties are not employed to do the work.

8358. But that is in the discretion of the local boards, is it not?—Yes; but you will find that it is often owing to other causes more than that. Sometimes parochial boards employ men that they think well able to do the work, and they turn out otherwise. I would simply throw it out as a suggestion that a very efficient system of inspection is necessary to the proper discharge of the duties of the boards, and enjoin all boards accordingly.

8359. Have you any practical suggestion on that point?—My idea would be to have probably fewer sub-inspectors, and give the men better salaries, and get men of better intelligence.

8360. But surely it is quite competent to the parochial board now to come to such a conclusion—I mean to say that, so far as I am aware, the system that I propose is not so carried out as I should wish to see it.

8361. There is nothing in the Act of Parliament which precludes you from altering your system of inspection, is there?—I am not aware that there is. I throw that out as a suggestion that it is desirable that this should be done, as upon their reports the whole foundation of our subsequent acting depends.

8362. Do you think that there is anything in the constitution of the parochial boards that might be improved, so as to carry out this idea of yours?—I think that probably the inspector and the acting committee might have fuller power to see this done than they presently have.

8363. But they have plenty of power now, how have they not the power?—Well, I do not know that they have the power so fully as they would require it, or that they understand it as such.

8364. It is entirely with them to appoint the inspectors, and decide how many inspectors there should be, and how many sub-inspectors?—That is true to a certain extent; but I can only say that it is not so efficiently done as it would require to be done.

8365. That is a matter of administration; you think that the law should be differently administered, in fact?—I think so. I speak practically on this point, and not in theory.

8366. Is there anything in the constitution of your parochial board that you would suggest should be altered?—I do not know that I could put any suggestion in proper form before you save and except that a general recommendation should be issued, that this department of the work should be better done and more looked after.

8367. Is your parochial board too numerous for practical working?—Decidedly so; it is by far too numerous.

8368. Is its constitution too cumbersome to work properly and satisfactorily?—Yes, it is, as a whole.

8369. Would

8369. Would you suggest any different mode electing the parochial board?—We have at sent something like 1,600 members on our rd, and in addition to that we have 30 repre tative members, and members of kirk session. e consider that an entirely unwieldy and un rkable number.

8370. Would you consider that a small num of managers elected to carry on the business uld be better?—We have the opinion that a all committee elected by the ratepayers them ves, and possessed of full powers, would to all rposes be an improvement. In Liff and Benvie y have as many as 537 members, and I under nd that the same complaint is felt there.

8371. Have you anything to suggest with ference to the greatly increasing expenditure on uperism; do you consider the expenditure eater than is due to the increase of pauperism elf?—The only cure, in my opinion, for the in ased expenditure, is the application of the orhouse; I am not aware that you can possibly sen the expenditure by any other method. obably with reference to the insane poor, there an opportunity for saving on the part of the rochial boards, by the use of lunatic wards. We ve accommodation in our poorhouse just now, 69 of these harmless lunatics, and we are at esent having increased accommodation for other , so that our number will reach 99, the limit owed by the Board of Lunacy under their re ictive regulations; because if we go beyond 0, then we have to face the whole expenses of ordinary asylum.

8372. Mr. *Armitstead.*] Can you state the ex nditure of a lunatic kept in your house, and at of one kept in an asylum?—We can keep r lunatics at something like 14 *l.* 10 *s.* per head r annum, and in the Montrose and Dundee sylums we pay as much as 9 *s.* and 10 *s.* a-week.

8373. *Chairman.*] Do you board out any of ur lunatics?—We do; we board out a number the country with parties in charge, and some them with their own relations.

8374. Do you find that cheaper than keeping em in the lunatic ward in your poorhouse?—I ould say that the expense there is much about e same; perhaps somewhat cheaper.

8375. Whether they are boarded out, or whe er they are in your lunatic ward in the poor use, they cost about the same?—Yes; we have the poorhouse just now, in the lunatic ward, ; in the Dundee Asylum we have got 80; in e Montrose Asylum we have got 30; and arded in the country with their own relations d guardians, 7; and in the Baldovan Orphan e, 1; making the total of 181.

8376. Mr. *Ellice.*] The insane ward of your orhouse is licensed?—Yes, under the imme iate supervision of the Lunacy Commissioners. Ve find that the numbers and the expenses of e lunatics are a very serious matter. It seems nnually increasing, from what cause I do not now. In 1859 we had on our roll 114 lunatics, nd the cost was 2,046 *l.* 19 *s.* 11 *d.* They have nce gone on annually increasing. In 1860 ey got up to 115; in 1861, to 122; in 1862, 136; in 1863, to 138; in 1864 they were down lightly, the number being 135; in 1865 they ot up again to 144; in 1866 the number rose to 56; in 1867, to 155; in 1868, to 170; and in 869, to 181. Now, the expenditure on those 14 lunatics in 1859 was, as I have said, ,046 *l.* 19 *s.* 11 *d.* The expenditure for the last year had risen to the enormous sum of 3,699 *l.* 6 *s.* 7 *d.*

8377. *Chairman.*] To what do you attribute this increase of lunatics; is it a natural increase, according to the increase of population, or do you think that there are more lunatics found out now than there used to be before?—I am not aware that it is that. I think that it is owing to natural laws and natural causes. I do not think that there is any special cause to be assigned for it. Even if more are found, this is probably as it ought.

8378. And are a large proportion of them dangerous lunatics, and lunatics that ought to go to a lunatic asylum; or are there many sent to a lunatic asylum that, in your opinion, could be equally well taken care of in the lunatic ward of the poorhouse?—I think that there are; and it appears to me, from visitations made in our lunatic ward, that they are more contented and happy and comfortable in the wards of our poorhouse than in the asylums.

8379. Have you found any difficulty in removing from the asylum the incurable lunatics who are not dangerous?—No difficulty whatever. We have had every facility afforded us by the Board of Lunacy in this matter, and have no complaint to make on that head.

8380. Mr. *Ellice.*] Will you state any reason why they appear to be more comfortable in the lunatic ward of the poorhouse than in the asylum?—So far as the Dundee Asylum is concerned, it is a very old house, and the external aspect of it seems dull and melancholy. Our lunatic wards are comparatively new, and the construction of the house is lightsome and airy, and altogether the whole surroundings of the house seem to be in favour of the change.

8381. Are there not grounds belonging to the Dundee Asylum?—Yes, there are airing grounds; and I have no doubt that they enjoy those fully; but still my experience has been, and it is shared in by the other members of our board, that they look more contented, and express themselves as happier in our wards now than they were in the old house across the way.

8382. Mr. *Armitstead.*] They have a better view from your ward, have they not?—Yes, much better; and we have also ample opportunities for airing grounds. We have had about 11 acres inclosed in connection with our poorhouse, so that we have ample opportunities there; and these parties that are harmless, and whose lunacy is chronic, have out-door employment, such as gardening and working on the grounds attached to the house; and all this goes to account for their being happier.

8383. Sir *Robert Anstruther.*] As to the natural increase that you spoke of just now, it is a serious thing if it be the fact that lunatics are increasing year by year throughout the whole country from no clearly ascertained cause; is it owing to intemperate habits among the people or to intermarriages among the people, do you suppose?—I have no doubt that the causes that you have referred to are producing causes. I have no doubt that intemperance is a cause. We find that a considerable number of the parties put in asylums, and subsequently removed to our charge, are parties that have become lunatics as the result of intemperance and who have got somewhat better. I am strongly inclined to think that such causes may be referred to as of the producing causes.

8384. *Chairman.*]

Mr. *R. H. Isdale.*
6 July 1869.

8384. *Chairman.*] What was the year in which there were 115 lunatics on your roll?—One thousand eight hundred and sixty.

8385. So that in nine years it is an increase of upwards of 50 per cent. in lunatics?—Yes; they are annually increasing with us.

8386. Mr. *Ellice.*] But do you think that that is really a natural increase, or is it merely from looking up the lunatics better?—It appears to me to be a natural increase so long as these causes exist.

8387. *Chairman.*] Can you account for the great difference between the cost of maintenance of the lunatics in the lunatic asylum, and what they cost in the poorhouse?—I think that they should be kept at a lower rate in the asylum than they are at present charged.

8388. At present they are nearly double the cost in the asylum that they are in the poorhouse?—Yes; they are considerably higher. Of course at present under the instructions of the Board of Lunacy they are obliged in the asylums to have all the requisites in attendance, such as the prescribed number of day and night warders and nurses, and guardians, which we are not called upon to find for them in the lunatic ward.

8389. Would that account for the double cost?—No, certainly not.

8390. What is the proportionate difference between the two, in the number of warders, for instance, and in the cost of the establishment generally; have you looked into that?—I have not looked into that; but they ought to be kept at a much lower sum than they are in the asylums.

8391. Mr. *Ellice.*] But the one case is that of dangerous and curable lunatics, and the other harmless and incurable?—Yes; but still you have a margin so very great that I do not think that even that would account for it. Granted that the asylums are put to greater expense by having charge of the more dangerous class, I do not think that that is sufficient to account for the difference.

8392. Do you think that there is a want of economy in the asylums?—It tends to the inference that there must be a fault somewhere.

8393. *Chairman.*] Do you think that it would be desirable to place the charge of these lunatic asylums upon the public funds?—I am strongly of opinion that the charge for lunatics, as a whole, should be debited to the Consolidated Fund. I find that the aggregate under this head for the year 1866, stood at 110,804 *l.* It had risen to that point from 80,652 *l.* in 1858.

8394. The present system gives no check to the expenditure?—No check whatever; the only check that we have under that head is increasing our accommodation in the poorhouse ward; we have already got to the extreme limit of 99, and beyond that we cannot go unless we have a regularly equipped asylum.

8395. You would recommend that all those cases which are necessarily remitted to a lunatic asylum should be placed upon the Consolidated Fund, where the Treasury would then have a check upon the expenditure?—Just so; I am aware that an objection is lodged to this proposal on the part of those who put the question as to whether or not pauperism itself might follow a similar course; but I think that there are causes which exist in the one case which do not exist in the other, and which distinguish the cases in that respect.

8396. In the management of pauperism the ratepayers have a check, because they assess themselves through the parochial boards?—Yes.

8397. But in the case of the lunatics, they have no machinery whatever for checking the expenditure?—No, none whatever.

8398. With reference to the law of settlement have you any recommendations to make?—I do not think that we could possibly disturb the present law of settlement with advantage, unless we were to betake ourselves to something like county area, which I strongly recommend; I am aware that the birth settlement has been referred to by previous witnesses here, and generally the opinion is held by certain parties that it would be preferable; in my own opinion it would not be at all preferable to the present state of things. I think that to ask a man who has probably left the place of his birth when only a few months old, and has spent the best part of his days elsewhere, to return to his birth settlement would be a decided hardship upon that pauper.

8399. But you are aware that now if he is away ever so many years from his birth settlement and does not acquire another, he must go back to that birth settlement?—Yes; but he has the opportunity now of acquiring an industrial settlement; whereas in the other case, if the alteration proposed by some come about, and you made the law so that he must go there, the thing is entirely changed. I think that to send him back to his birth settlement would be in his case to perpetuate a hardship. I do not think that the parish that had had the best of that man's strength and days should be rid of the burden that properly belongs to it; they have profited by his exertions, and they should have the burden of him. On the other hand, I think that the parish of his birth are in no way called upon to contribute to his relief.

8400. Are you not troubled by Irish paupers?—To a very large extent.

8401. Do you not think that the present law of settlement encourages them to come on your roll, while the Scotchman in Ireland has no such opportunity?—Yes; but I think that the cure for that is the assimilation of the law as between Ireland and Scotland.

8402. One assimilation would be to place the Scotch law on the same footing as the Irish?—If we were both put on the same footing then, of course, the hardship would be removed; but, as it is now, the hardships that we labour under are considerable. We had a case the other week of a woman with six children who had only been in the parish for, I think, some five or six weeks. We were under the necessity of applying to the sheriff to have these parties removed; we had to send them to their own parish in Ireland at a very considerable expense. The individual who took them in charge was not well back to town when they were after him, and the story that we had was that the brother of this woman, the mother of the children, had sent them back at his expense.

8403. Mr. *Orr Ewing.*] You would rather see the law of Ireland assimilated with the law of Scotland, than the law of Scotland assimilated with the law of Ireland?—Well, I do not know, but I think that the preferable mode might be to assimilate the law of Ireland to the law of Scotland; we are more in love and in use with our own system. Just now we have no voluntary removals; a party before could come to us and

that he wanted to be sent home: now we st go before the sheriff and prove that these ties have a settlement in Ireland but have no tlement in Scotland. We cannot now do as used, send them to the Irish coast and put m down there; we must send them back to ir own parish in charge of an officer, and all our sole expense. I think that while this dship is imposed upon us we should have re- ss in their law being assimilated to ours.

8404. *Chairman.*] You, as I understood, uld be inclined to alter the law of settlement you extended the area of chargeability?—s, if it were extended to counties the difficul- s referred to would be correspondingly les- ed.

8405. Do you think that such an extension uld be economical?—I am decidedly of that nion.

8406. Extending the area of management as il?—Yes.

8407. In that case you would modify the law settlement?—I should be very much inclined allow the law of settlement to stand as at sent, even with an extended area; I do not nk that we could make things much better. y own opinion is that if we had any modification the law of settlement, it should only be to olish it altogether.

8408. You would make this change, at all ents, I presume, that the area of management uld be the area of settlement as well?—Yes, d by that method a vast number of questions ising between boards would be settled and termined. You put to me, just now, a question th regard to the Irish; I should say that in 66 we had 636 Irish; in 1867 we had 746; in 68 we had 894; and in 1869 we had 895 largeable on our rates.

8409. Have you any reason to assign for so rge a number being Irish; are their habits less ovident?—I do not know any reason in parti- lar, except this, that as a large manufacturing wn, Dundee seems always to draw a large mber of these Irish parties to our neighbour- od for work.

8410. What is your Irish population in Dundee nerally?—I should suppose it averages about to 30 per cent. of the general population.

8411. Your Irish paupers, therefore, are in cess of the relative proportion of population?—Yes, because the Irish with us are generally of e poorer working classes.

8412. Have you considered the question of tax- ion for the relief of the poor, any modifications it; would you return to means and substance we had a better system of collecting it?—No; do not think that, under all the circumstances of e case, a return to means and substance, so lled, would be an improvement or a desirable ing.

8413. I mean, would you be inclined to advo- te making every man pay according to his eans?—I am decidedly of that opinion, but I do ot think that the method under means and sub- tance is a good method.

8414. You are referring now to the machinery nder the Poor Law Act; but as a principle you ould bring in all, according to their means, to ontribute to the rate?—Yes; and I think that he machinery now at our disposal, so far as the ncome tax is concerned, might be turned to ccount in connection with our poor rates.

8415. Would you take the income tax limit for the poor rate also, or would you extend it downwards?—I have the opinion that it is going quite low enough to ask a man to contribute to the support of the poor, who has an income per annum of 100 *l.*

8416. Mr. *Ellice.*] Would you exempt all from the poor rate under 100 *l.*?—Yes.

8417. *Chairman.*] Upon their means you mean, you would exempt them?—Yes, this only.

8418. Not on rental?—I hold, that a man having an income from rental should pay on that.

8419. And the occupier also should pay on rental?—Yes; with the limitations stated, and all incomes over 100 *l.*

8420. Mr. *Orr Ewing.*] Do you think that a working man, in receipt of nearly 2 *l.* a week, should not be called upon to support his poorer brethren?—I do not think that he should, if he discharges his liabilities, if he brings up a large family and keeps them off the rates, and there should be some inducement to him to do that; but if you make him amenable to poor rates, that man, or his family, will come to be a burden on your poor rates.

8421. Do you not think that the amount of income which is possessed by men immediately above them, such as dissenting ministers and schoolmasters, is comparatively less, for their station, than the income of a working man earning 100 *l.* a year?—Yes; I am decidedly of that opinion, and hence great efforts have been made by religious bodies in Scotland, such as the Free Church, to increase the incomes of that class.

8422. Would it not be hard upon that class of men, if you were to excuse from the poor rate men having 100 *l.* a year?—I do no not think so, because, if you were to adopt the basis of the income tax, you would equalise your rates more, and I think they would probably not exceed 4 *d.* to 6 *d.* in the pound; indeed, not so much over all.

8423 Have you made any estimate what difference it would make in the assessment in Dundee, if you were excusing parties who were living in small houses, and were only earning wages of about 100 *l.* a year?—No, I have not made a calculation.

8424. It must be very great?—Of course, it would make a difference.

8425. Would it not increase the taxation very much upon those immediately above 100 *l.* a-year?—No; if you took the basis of the income tax, you would bring the rates down to something like 4 *d.* or 6 *d.* a-pound. If you did so, that would be considerably less than even any ratepayer in the parish has to pay now; the lowest sum payable by any one is 9 *d.* a-pound, either as landlord or tenant.

8426. Fourpence or 6 *d.* a-pound on income is a very different thing from 4 *d.* or 6 *d.* a-pound rental?—I am aware that it is, but I do not think that any hardship such as you refer to would be incurred.

8427. Supposing there is a person in the receipt of 120 *l.* a-year, and he is paying 6 *d.* upon income tax, that would amount to 3 *l.*?—Under the income tax method, as at present, incomes up to 200 *l.* per annum have a graduated scale. That party, therefore, only pays on a reduced sum, and my proposition would be that the same line of charge should be followed in this case.

8428. A person with an income of 120 *l.* would pay 30 *s.* on your system at 6 *d.* in the pound?—I have not the figures before me to ascertain

Mr. *R. H. Isdale.*

6 July 1869.

what the result would be in a comprehensive view of the whole.

8429. Taking those as the data, what is the rental of a house at present of a man earning 120 *l.* and occupying a building?—Rent is generally assumed to be something like a tenth part of a man's income.

8430. He would be occupying a house of about 12 *l.* therefore?—It is quite possible.

8431. And at 9 *d.* a-pound he would pay 9 *s.* at present, and by your system he would pay 30 *s.*?—Yes; but you must observe that to all rules there are exceptions, and probably what you refer to is the exception, and I do not think that the general benefit that is likely to ensue from the system I refer to, can for a moment be put against any individual hardship. I think that the hardship is got rid of to a large extent if you relieve those parties down to the limit I have named.

8432. Are you aware that people often return their income tax in different parishes from those where their works or manufactures are carried on?—I should think they do, though I am not aware of it.

8433. What would you do in that case; supposing a person had works in Dunbartonshire, and returned his income tax in London, what parish would get the benefit of his income?—It would all flow into one common exchequer fund.

8434. Then you do not mean that the poor would be supported by an income tax, but from the Consolidated Fund?—I do not say so; it is in the first instance by the machinery of the income tax got into a common fund; it is raised in a national point of view by a national machinery.

8435. All the money collected throughout the country under the income tax goes into the Imperial Exchequer, and you intend that every parish should get it from the Imperial Exchequer?—I mean that the whole should be collected by the machinery of the income tax.

8436. And you wish the money to be got from the Consolidated Fund?—No; I only talk of the Consolidated Fund in connexion with lunacy, not in connexion with pauperism. But I do not think that there is anything in the objection which you have raised, inasmuch as you may have half-a-dozen cases just the reverse of that which you have put.

8437. Do you know any person having works in London who makes a return in Dumbartonshire?—I am not aware of any case, not having a knowledge of Dumbartonshire.

8438. Mr. *Crum Ewing.*] Supposing a man's works are in Dumbartonshire, and his place of business in London, and that he resides in a third parish, how would you deal with that case?—I should just take that man's return in exactly the same method as that man makes his return at present. I suppose that the individual has the choice now. I think that I, for instance, could make certain of my returns in the county of Fife, and also in the county of Forfar.

8439. Supposing that in the parish in Dumbartonshire where his works were, and in the parish where his business was conducted, and in the parish where his house was, there should be very different rates, he would take care to select the parish where the smallest rate was, I suppose?—It appears to me that this is entirely a matter of detail, and would, in the view of any such measure, require to be very carefully considered and adjusted. The income-tax basis equalises the rates.

8440. A general principle cannot be carried out unless the details can be carried out?—I do not think that there would be any difficulty.

8441. Will you explain how it is to be done?—Well, I am not prepared just now to say how it should be done, but it appears to me that there can be no difficulty in carrying it out.

8442. Theoretically, you mean that it may be done?—Yes, and practically equally so.

8443. But, practically, you cannot explain how?—I am not prepared with any scheme, which must be matter for legislation, entirely in working it out, as it appears to me that such remarks can easily be dealt with as a matter of detail. In theory I think it is right, and in practice I do not think there would be any difficulty in carrying it out.

8444. Mr. *Ellice.*] You spoke of the assessment as it is at present levied, but you are aware that that is for national purposes under the income tax?—Yes, I am quite aware.

8445. For one object and collected from one place; how would you apply it in a case where a man's interest was in many parishes?—I have explained that that is entirely a matter for detail. I do not think that any difficulty would exist in carrying it out in detail.

8446. *Chairman.*] Has this question of collecting by the income-tax machinery been considered by your board at all?—No, it has not been officially taken up; but I know that it is an opinion strongly held by a large number of our members.

8447. In discussing the matter, have you found one class more opposed to it than others?—No, I have found no class quite opposed to it.

8448. You do not find that the wealthier part of the community prefer the rental to means and substance?—We do find that a proportion are in favour of rental, and were opposed to means and substance, not on account of the principle involved, but on account of the difficulty in carrying it out. The system pursued before seemed to be inquisitorial and guesswork.

8449. The result of changing from means and substance has been generally to aggravate the taxation upon the poorer classes in Dundee?—No doubt of it.

8450. Mr. *Orr Ewing.*] When the law of means and substance was in force, I think that the assessment went down to incomes of 30 *l.*?—Yes, that was the limit; all under 30 *l.* were exempted.

8451. *Chairman.*] But even though it went down to 30 *l.*, it was not found nearly so oppressive as the present system of assessment upon rental?—No. Many have the opinion that such things as ground annuals and feu duties, and incomes of that sort, ought really and truly to bear their fair share of the poverty of the country, and I am of this opinion.

8452. Mr. *Crum Ewing.*] Do you think that the feu duties should be assessed?—I do.

8453. Then, would you deduct the feu duty from the person who held the land before you charged him on his rental, otherwise he would be paying twice?—No, the tenant pays upon the rental; the man who holds the ground pays upon the ground annual.

8454. Therefore, you would charge him twice in that way?—But there are many parties that hold

ld ground rentals that have nothing to do with
e rental.

8455. *Chairman.*] Feu duties do pay income
x, but they do not pay poor rate?—Exactly

8456. Mr. *Orr Ewing.*] And you would put
em upon the same footing?—Yes.

8457. What is your opinion about money given
loans to heritable property; do you think that
e person lending the money should pay the
sessment?—I think so, decidedly, because there
e many tenements where a party with a pro-
rty drawing, say, 100*l.* a-year of rental, really
d truly only puts in his pocket a third of that
m, because he may have it mortgaged to two-
rds of its value, or its rental.

8458. If these alterations were made in the
y, they would go a great way to dispose of
ur idea as to changing the system of raising
ney for the support of the poor to an income-
system?—I think it is only a just thing that
ey should be called upon to pay their share.

8459. And it is chiefly to get at these two
ngs that you propose that?—I think it is fair,
t not as a substitute.

8460. *Chairman.*] Not as a substitute for col-
ting upon the income-tax system, but as an
ditional adjustment of the burdens upon land?
Just so.

8461. With regard to a further matter con-
cted with taxation, are you in favour of the
olition of all exemptions, except on the ground
inability to pay?—Yes; I do not think that
y party should be exempted from payment of
es, except on the ground of inability, but I
nk it wrong unduly to tax the industry of any
ality.

8462. Nor any kind of property; you would
arge all property with rates?—Yes, and fairly.

8463. Government property and hospitals, and
erything should pay their fair share?—I think
at hospitals, probably, and infirmaries, and
gged schools might be exempted, seeing that
ey are purely charitable institutions.

8464. But if you once make an exemption, is
not a difficult thing to draw a line?—Well, I
not know, I should draw the line there.

8465. Mr. *Orr Ewing.*] The line is drawn
ry distinctly already, is it not?—I dare say it

8466. *Chairman.*] Hospitals are often wealthy
stitutions; is there any ground for exempting
em?—Where they exist for purely benevolent
rposes, for the benefit of the mass, I think
t they should be exempted.

8467. Mr. *Orr Ewing.*] I suppose you are not
are of any ragged schools, or infirmaries, or
spitals, that are very wealthy in Scotland?—
ey are very generally the other way.

8468. *Chairman.*] If benevolence is to be a
und of exemption, every person, according to
ur theory, if you carry out your principle,
ould be exempted, on account of the support
his poorer relatives; why are you to draw
e line between benevolence connected with
ildings and benevolence connected with indi-
duals?—I should say I should call those chari-
ble institutions, and relieve as such.

8469. But I want to know why you should
empt, on the ground of charity, particular in-
tutions, and not exempt, on the ground of
arity, particular individuals?—I do not recom-
end that particular individuals should be
empted.

8470. But why do you draw the line at charitable institutions, and not apply that same principle to charitable individuals?—I think the answer to that is simply this: you are dealing with this individual in his individual capacity, and I do not know that the individual requirements of that party are such that there would be any good reason why he should be exempted at all. But, in the case of an institution got up, simply for the suffering and the destitute, it should be relieved, I think; it would only be taking the benevolent doubly.

8471. Mr. *Orr Ewing.*] Besides, this is a tax upon heritable property, not upon individuals?—Yes.

8472. *Chairman.*] But if an individual, by relieving pauperism, saved the rates from a great charge, ought he not be relieved from payment of rates, on your principle?—No; because at the back of that, you may have an individual worth many thousands of pounds. In regard to the institution, it is poverty all over; whereas, in the case of this party, there may be enough and to spare.

8473. Mr. *Orr Ewing.*] This benevolent individual gets a return in another way?—Yes. "It is more blessed to give than to receive." With reference to the medical relief, I should mention to the Committee that we supply our paupers by medical relief, and appoint medical officers for looking after them. The town is divided into three districts, and we have three medical officers who receive 70*l.* a year for that purpose, in addition to a medical officer to take charge of the poorhouse; and a very great deal depends upon the reports which we receive from these medical officers; and I make the suggestion to the Committee as to whether or not it might be advisable in burghs, such as Dundee, that we should have one medical officer, or two at most, employed for the sole purpose of attending to the wants of the poor, and in the pay, and under the instructions, of the parochial boards; I think that this method would be attended with advantage. We not unfrequently find reports brought before our relieving committee that it is very difficult to understand, and they sometimes lead us into decisions which, were we in possession of other facts, might be different.

8474. Mr. *Armitstead.*] Do you think that one medical officer could overtake the work?—One or more, I would not have so many as we have now, but I would have that individual, in large towns devoted exclusively to the work of parochial visitation.

8475. Mr. *Orr Ewing.*] You would allow one man to be the head, and employ assistants?—Yes; but I think that we ought to have a responsible head in the medical department. We cannot make a single decision without a medical certificate before us. If a man applies for relief, the first thing the inspector does is to take him to the medical officer; if his certificate says that that man is able-bodied, we have no choice, we give him nothing. If the medical officer says that he is partially disabled, it is just a point as to what may be included in these reports, and it is there that reports require to be far more specific. We have frequently issued instructions from our general committee to our officers, that the reports should be far more specific than they were; but notwithstanding that they are sometimes deficient in that respect.

8476. Sir *David Wedderburn.*] In whose hands would

Mr. *R. H. Isdale.*

6 July 1869.

would you place the appointment of such medical officers?—I think it would be well to leave it in the hands of the parish board.

8477. Do you think that they would be sufficiently independent if they were appointed, and liable to dismissal by the parochial board?—I think so.

8478. Would you not consider that the Board of Supervision should have a voice, either in the appointment or in the dismissal?—I think that the parish authorities are the proper parties to judge of the whole requirements of the case, and the way in which the duties are discharged.

8479. *Chairman.*] But if you are not satisfied with the present arrangement of your poor, with reference to the medical relief, you have the remedy in your own hands by appointing a different officer?—I do not take exception to officers individually; but I think that if parochial boards were to have a responsible head in the medical department, it would be an advantage.

8480. Do you mean to say that you would have a medical member of the Board of Supervision to consult with in these matters, or do you mean that you would have a different system of appointing the medical officers?—I think that there should be a different system of appointing the medical officers.

8481. But there is nothing in the Act, is there, that prevents you from introducing that system into your own parish?—I am not aware that there is anything in the Act against it, but I am not aware that this point is sufficiently looked to generally.

8482. Sir *David Wedderburn.*] Would you give that officer, if he were appointed, charge also of the sanitary condition of the city or parish?—That is taken charge of, not by our parochial board as a parochial board, but by the Police Commissioners, and they have a medical officer whose duty it is to look after the sanitary affairs.

8483. Has not the Poor Law Board certain powers under the Public Health Act?—We have certain powers, but they are delegated by us to the Police Commissioners, and they exercise the full powers.

8484. Mr. *Ellice.*] All I gather from you is, that your opinion is that it would be better to centralise the medical department of poor relief?—I think so; and I am of opinion such centralisation would be fraught with the best results. In connection with our poorhouse, I may say that we send no case of fever there, but only to the infirmary. We pay 11*s.* a-week for those there, and we consider that somewhat high.

8485. You have no fever ward of your own?—We have no fever ward of our own; we have wards for infectious diseases.

8486. Sir *David Wedderburn.*] On what terms do you supply medicines or cordials to the poor in your parish?—We supply them with all medicines free of any charge. The medical officers do not find any medicines. We appoint certain druggists annually, whose duty it is to afford these medical officers whatever they may order the patients, and of course the bill is sent in to the board and paid by them.

8487. *Chairman.*] Do you appoint your medical officers annually?—Yes; and they hold their office at the discretion of the board.

8488. But they are re-elected each year?—They are re-elected, as a matter of form, annually, but no actual voting takes place. They are simply assumed, or held as re-elected.

8489. Do you think that a proper system?—I think so. We have no trouble.

8490. You do not think it better to appoint the medical officer permanently, and only remove him in case of his not performing his duties?—No; I think it would be advisable to keep matters as they are at present. The board's veto is kept intact.

8491. Does not the annual election lead to many contests?—When we have a vacancy we find that contests do arise, but we have no trouble or contest in assumed elections.

8492. The re-appointment is a matter of form, you say; no attempt is made from time to time to oust the medical officer and put in some other favourite?—No, none whatever.

8493. Have you anything to say with regard to the action of the Board of Supervision; have you found any inconvenience from their action upon you?—No. Generally speaking we are well served by the Board of Supervision, and we have very little to complain of. My own idea is that possibly the board might be increased in its membership, and include one or two members well known, and who take an interest in the poor law generally, independent of the legal element being represented; and that, as such, it should be made a court of final appeal for all disputes in poor law matters and matters of settlement.

8494. Do you mean to have them paid members?—Well, possibly it might be as well to pay them.

8495. You mean that you want parties who would attend?—Parties who would attend to the poor as their given business.

8496. Is it not your experience, that the voluntary members, if I may call them so, are those that do not attend; that the paid members really do the work?—What is everyone's work is no one's work often.

8497. You would suggest a re-constitution of the board?—I would simply add to the board, as it at present exists, one or two paid members from the general public, who are interested in the pauperism of the county generally, and who would make it a point to be useful.

8498. Mr. *Ellice.*] Do you give that opinion from feeling that there are real defects in the board at the present moment in connection with their management?—To this extent, that it is felt that the business of the board is conducted in rather a perfunctory manner.

8499. I am not asking what is felt, but as to the facts that you have become aware of in your capacity as a member of the parochial board of Dundee; in your situation there have you become aware of defects arising from the present constitution of the Board of Supervision?—No, I have not: and I commenced my evidence on that head by saying that, generally speaking, we were well served.

8500. Mr. *Orr Ewing.*] Perhaps those gentlemen who belong to the Board of Supervision and who do not at present attend very well might do so if they were getting payment; I suppose that it is a usual custom in the management of insurance companies, both fire and life and banks, that a member gets so much for every meeting he attends, and perhaps you would think it an improvement if the members of the Board of Supervision were also paid something for every meeting they attended?—Well, I do not know

ow that that would be advisable to put it in it exact form.

8501. Would it not insure attendance, do you nk?—I think that it would have that ten- ıcy.

8502. *Chairman.*] It would insure attendance, it would not insure attendance to the busi- s?—It might insure attendance, but it possibly uld not insure efficiency.

8503. Mr. *Ellice.*] Would you be in favour of t if it were paid for out of your assessments Dundee?—If we found that it was for the neral benefit, I doubt not we would willingly e our quota.

8504. Are you satisfied in your own mind that re would be sufficient benefit to induce you w to subject yourselves to that additional bur- n?—I am not aware that there would not be ficient benefit. We are well served by the ard of Supervision generally, as already said.

8505. *Chairman.*] I suppose that you have t come much into contact with them?—We ve come much into contact with them in con- ction with our late and present erections.

8506. Have you found any difficulty with them th regard to carrying out the increase of your orhouse?—No, we have not.

8507-8. Have they left you very much to your n plans?—Yes; we have found that the sug- stions that they made to us were suggestions at we could heartily, readily, and, with advan- ge, adopt.

8509. Have you any opinion to give on the uestion of the rights of the pauper to apply to e sheriff to be put on the roll?—I think that at right should be discontinued. Practically, puts the board's action under arrest, and in all ses where the party applies to the sheriff he ets a temporary judgment against us. I am ad to say our present sheriff in Dundee does pt do so, but our late sheriff gave *interim inter- ct* against us by ordering temporary relief to e pauper, although, after the case had been lly investigated, it was often found that this rty had no right to relief whatever, and was obably an able-bodied man.

8510. Then you have found that there has en no uniformity in the sheriff's decisions to nstitute that a very reliable tribunal for the nefit of the poor or of the ratepayers?—No, I not think there has been; one sheriff fre- uently orders relief when another does not. ur sheriff now very wisely sends down to the spector to inquire into the circumstances of any rty before ordering relief, but I think that it ould be of advantage to have the system entirely scontinued. I would have the decision of the ting committee at all times open to the review the Board of Supervision, and I think with at the pauper would be well served.

8511. Would you give the Board of Super- ision the power that the sheriff now has of order- ıg a pauper to be put on the roll?—I would.

8512. In addition to their present jurisdiction f increasing the allowance?—I would; I do not ink that that power would be misplaced in the ands of the Board of Supervision.

8513. Do you think that the Board of Super- ision would have any means of judging whether ıe refusal had been proper or not; is not the cal board more competent to decide on the cir- umstances than a board sitting in Edinburgh ıany miles away?—Yes; but in the interests of the poor I do not think that it would be right to refuse the right of appeal to some governing body, and on that ground I would give the Board of Supervision the right to review the decision of any parochial board.

8514. Mr. *Orr Ewing.*] You would lay the whole facts before the Board of Supervision and let them decide?—Yes.

8515. *Chairman.*] Are you visited by the visiting inspector for the Board of Supervision?—Yes; both with regard to the Board of Supervision for the parish and with regard to the Board of Lunacy.

8516. Which is the inspector for the Board of Supervision that visits your district?—Mr. Peterkin.

8517. When he visits your district does he meet with the parochial board and consult with them and confer with them at all?—No, that is not usual; we know when he comes, but the only party that he usually sees is the poorhouse governor at the poorhouse, and the inspector for the parish.

8518. He does not meet with the parochial board nor any of the members of it?—Not in any official capacity.

8519. Do you recollect the late inspector, Mr. Briscoe?—No, I do not.

8520. He used to confer with the local boards, I believe?—I think that it would be advisable if the same method were followed; many suggestions might be thrown out on either side that would be of service.

8521. Mr. *Ellice.*] Does the inspector from the Board of Supervision go regularly through the poorhouse and examine it?—Yes, he inspects the various wards, and the clothing of the paupers, and the dormitories.

8522. How often does he visit?—I think twice a year.

8523. And he examines the books, I suppose?—Yes; he examines the books, and generally leaves a written report. I should say that the poorhouse is also visited by visitors appointed by the acting committee in the interest of the ratepayers monthly. We appoint two gentlemen connected with the parish ratepayers to visit the house, to see that everything is regularly attended to.

8524. Independently of the parocial board?—Independently of the parochial board, and of its authority; and these parties write their report at each visitation, so that the poorhouse committee when they meet, take up these reports, and any matter contained in them. We find that to be of service.

8525. *Chairman.*] About able-bodied poor; have you anything to say about an able-bodied poor law?—About the able-bodied poor, we have a very strong opinion as a board, that they should not have the power to demand relief, but that parochial boards should be put in possession of a discretionary power to relieve them in times of distress. We think that the present state of the law is wrong. As the law stands just now, we are not entitled to give any relief until they have received a medical certificate to say that they are diseased and in a partially disabled state. A man, for example, though out of employment, and at the same time able-bodied, cannot receive anything from us legally; but if that man wanders about in his misery and in his want until he breaks down through sheer exhaustion, then he

Mr. *R. H. Isdale.* 6 July 1869.

is an object for relief, and we are then entitled to step in and supply his wants. It appears to us that this is a very extraordinary mode of procedure; and on the principle that prevention is better than cure, we think that a discretionary power should be in the hands of the board to relieve this man's wants if necessary. We have, I may say, even at our own risk, taken upon us to relieve some of these parties in extreme cases, although not uniformly.

8526. Mr. *Orr Ewing.*] But you would only exercise this power when the distress was general in the town of Dundee, not in exceptional cases?—I would not hamper the board's discretionary power with any such limitations.

8527. Would there not be a danger of its abuse if you were allowed to exercise it in individual cases; for instance, in the case of a man who simply came and said to you that he could not get employment?—So long as the power was discretionary with the board to act on their own responsibility in the matter, and there was no compulsory power on the part of the applicant, I do not think that there would be any risk of abuse.

8528. *Chairman.*] Do not you think that giving by Act of Parliament that discretion to the boards would create a feeling in the country that there was, though not a strict legal right, so strong a moral right to relief in such cases, that the local boards would be bound to give it?—I do not think so. In the town of Dundee, including Liff and Benvie, the opinion strongly prevails that this discretionary power should exist, so much so that our board, as you are aware, did try the matter at common law. We raised an action in the Court of Session, and I myself was the suspender in that action, and the decision there was, by a majority of one as against parochial boards being entitled to use this discretionary power. We carried it by appeal to the House of Lords; there the decision was clear, that we had no power whatever. The object of that friendly application was to have the power.

8529. Mr. *Orr Ewing.*] The occasion of that was when distress was general?—Yes; but we have at the same time the opinion that the board should hold this power at all times.

8530. For individual cases?—For individual cases.

8531. On what ground would you ask permission to give to able-bodied poor when there is no general distress?—Because if a man is individually in distress he ought to be relieved, if proper causes can be assigned for his being in want.

8532. From what; from disease or want of employment?—From want of employment.

8533. And would you relieve individual cases of poverty, from want of employment, when there was no general distress?—Yes; because individual cases of that sort do occur, and individual want must be dealt with.

8534. Is not that rather a dangerous power to put into the hands of the boards?—No; because they would inquire into the whole of the surroundings of that man's case. It would only be where we found that the man was desirous to get work and could not get it, and was fully entitled to relief, that the extreme power would be used.

8535. Would it not put a great deal more trouble and responsibility on the parochial boards to investigate every case?—I do not think so; but if it should, it ought still to be done.

8536. You are not afraid of drifting into the same system as they have in England at present?—I do not think that there is any risk of that.

8537. You would not wish to give power to the Board of Supervision to say how this power should be exercised?—I think that the local board would be the best judge of the circumstances of any given case. And my own opinion is that if the board possessed that power, while it would be attended with beneficial results in certain cases, there would be no risk of its being abused by the board or by the public. I should suggest that in the case of tramps, and vagrants in general, all relief should be in-door relief. We find that vagrancy contributes to pauperism, and, as such, we have the opinion that it would be well that in-door relief only should be afforded in such cases. We have also, in the parish of Dundee, a very large number of women chargeable upon the board who are deserted by their husbands, and left, together with their families, to become chargeable to the rates. Our opinion is, that power should be given to parochial boards to bring these men who thus leave their wives and children as a burden on the parish to be dealt with by a police magistrate as for a common offence; that they should be summarily brought before a police magistrate and punished for deserting and neglecting their lawful duty in this matter. We have just now 75 deserted wives in the parish at a cost of something like 592 *l.*

8538. *Chairman.*] Have not you the power of prosecuting these parties?—No, it is a very cumbrous and unworkable power; but if it were transferred to the police magistrate to deal with the case, we think that it would serve the purpose in view very much better. We have used certain methods of getting at these parties by publishing a list of their names, and their last address, and offering a small reward to parties to inform us as to their whereabouts, in order to have them before the sheriff; and we have, in certain instances, got convictions before the sheriff against them, but in very few cases. But if it were simplified, as I stated, it would much benefit us.

8539. How was it that you obtained conviction only in a few cases, is it because there was difficulty in getting evidence?—Yes.

8540. If a man has deserted his wife and children, that is a simple fact; what is the difficulty that you experience in prosecuting husbands who desert their wives?—The difficulty lies here, that we have difficulty in getting the necessary evidence forward before the sheriff, who requires a certain amount of evidence from a number of witnesses before he gives a conviction; whereas, in the case of police magistrates, we do not think that we would be hampered with the same restrictions or difficulties, and that it would be a much simpler mode of getting at the desired cure. With reference to illegitimacy, we have a very large number also chargeable to our rates; we have just now something like 81 women, with 174 children, chargeable on the rates, at a cost of 540 *l.* per annum, and we would make the suggestion, in regard to these parties, of granting in-door relief alone.

8541. You give them out-door relief, do you?—Just now we give them out-door relief.

8542. But what is there to prevent your adopting the rule of giving them in-door relief?—It

is not generally adopted in our own parish in other parishes.

8543. Mr. *Orr Ewing.*] You have the power adopt it?—Yes; but our whole machinery uld require to be altered if we did adopt it.

8544. But you have the power of providing fficient accommodation for those cases?—I row out the idea of that rule as one that should the future be compulsory. I would take away e choice of giving out-door relief to such rties, and I would make it compulsory that the lief should only be in-door; and, in addition, I ink, to our ordinary poorhouse test, we might th advantage add a workhouse test. At pre- nt we only have a poorhouse test, in the case parties interfering with the discipline of the use; and I am glad to say that we have very v cases of that sort from one year's end to the ner; but I think that the workhouse test ght with advantage be added to our poorhouse t.

8545. *Chairman.*] It would in your case re- ire very great enlargement of your poorhouse? It would require a re-adjustment of our internal rangements.

8546. You have mentioned that you have eady 181 children chargeable on the rates, d these 174 children would be a large number accommodate in addition?—Yes; but as I have d, we find the country to be the proper place for children, and there they could be sent.

8547. It would be a heavy additional expendi- e?—Yes, but in time it would right itself, and, hink, prove a thorough test to the increase.

8548. You think that it would operate as a ck to reduce the number?—I have not the st doubt of it.

8549. Mr. *Orr Ewing.*] But you have the wer of doing that, and do not do it. You can rdly expect the Committee, under those cir- nstances, to be greatly impressed with your ws that the law should be changed?—I think t it would be well for boards to adopt that e, at all events for the future; and so long as hoice is given to the boards, I am afraid that t-door relief may be resorted to, and I think t there should be such an enactment as that oor relief only should be granted in such es.

8550. Your board is not of that opinion, I sup- e?—We have not had it specially before us, a number of our members have the opinion t in-door relief would be the proper thing for such cases.

8551. *Chairman.*] Has the matter ever been ught officially before your committee?—It has n conversationally gone into, but not con- ered officially. We estimate legal injunction what is now required.

8552. You have never taken a vote on the tter?—No; I introduced it at our last meeting committee, and the further consideration of it has n adjourned to another meeting. With refer- e to the subject of mandates, I may say that we l in general that, as matters stand just now, y are very frequently liable to abuse from the gth of time during which they can be used, l on this head our ideas are that mandates on ng issued should state specifically the object which they are granted, and that they should continue in force for a period not exceeding something like six or nine months, not longer.

8553. Is there any other point that you wish to call our attention to?—I am not aware of any particular point. I may state that we find the classification that we have now in the parish to work well, and also the deductions. An idea has got abroad as to whether deductions should not be altogether discontinued. In the matter of deductions, I am opposed to the staple trade and industry being over-taxed or burdened as some contend, as this only tends ultimately to augment the hardships of the poor and the working classes.

8554. You mean deductions under the 37th section of the Act?—I do.

8555. Mr. *Ellice.*] In levying rates you mean?—Yes. We find, however, that the present system that we have, which embraces both deductions and classifications, works tolerably well.

8556. *Chairman.*] It would be simpler if you got rid of the deductions, and put everything upon the valuation roll?—It is quite possible to do so, although it would be more complex.

8557. Mr. *Ellice.*] What are your deductions on the various classes of property?—Our deductions are now 20 per cent. on dwelling houses and all other classes of similar property, and five per cent. on land. I find that in certain places, such as some of our Fife parishes, Kirkcaldy and Dysart, for instance, they make a distinction between old and new house property; they make it 10 per cent. upon new house property, and 20 per cent. upon old property. I suppose on the assumption that less is wanted for repairs in the case of new property.

8558. Sir *David Wedderburn.*] Then there is no form of property which has not some deductions made from it?—I am not aware of any class that has not a deduction.

8559. Mr. *Ellice.*] Do you know of any instances in Fife where there are extraordinary deductions on land, such as 40, 50, and even 60 per cent.?—I am not aware. A difficulty has been experienced with railway companies in regard to the deductions that they claim. I am aware that in certain parishes they claim as much as 30 per cent., and in others they were not let off the boards under 40 per cent., and this is felt to be a hardship in the case of those small parishes that are not able to go to law to contest the matter and defend their rights.

8560. The fact is, that it is just a voluntary assessment on the part of the railways?—Yes.

8561. In consequence of its being impossible for any parochial board to enter into litigation with the railways?—Yes. Our own board manage very well; they accept from us the deduction of 20 per cent., the same deduction as there is on other classes of heritable property, and they pay upon that; but in some of the parishes of Fife they have exactly double that deduction.

8562. *Chairman.*] With a view to remedy that, would not an uniform system be better?—Yes, infinitely better, of course.

8563. Mr. *Ellice.*] If such an uniform system were proposed, would it be necessary that any peculiar exemption should be made in favour of railways?—I do not think so. Let the nature of their property be fully considered in any such adjustment.

Mr. John Muir, called in; and Examined.

Mr. *J. Muir.*

6 July 1869.

8564. *Chairman.*] What parish are you inspector of?—Of Kirkcaldy, in Fifeshire.

8565. How long have you occupied the position of inspector?—About 11 years.

8566. Have you any knowledge of the management of the poor before the present law of 1845 came into operation?—I cannot say that I have, further than what I have just got from reading; I have had no personal experience of it in any way.

8567. What has been your experience of the working of the present law since you have had a hand in the management of it?—So far as I have seen, and so far as my experience goes under the working of the present law, there has, as is well known, been a gradual increase. This is the third parish which I have been inspector of, and the same feature has been manifest in all the parishes that I have been in.

8568. Will you kindly mention the other parishes?—I was inspector of the parish of Dalgety, in Fifeshire, and of port Glasgow, in Renfrewshire, and I am now inspector of the parish of Kirkcaldy again, in Fifeshire.

8569. And how many years have you been inspector altogether?—About 11 years; my appointment to Kirkcaldy is very recent.

8570. You say that you have experienced a gradual increase?—A gradual increase in both the expenditure and the number of poor.

8571. When you talk of an increased number of poor, do you mean an increase beyond the increase due to the population?—Yes, decidedly.

8572. Have you any figures to give to the Committee on that point?—I have not prepared any statistics on that particular head; I speak on the matter just in a general point of view.

8573. Have you any general idea to give us of the increase according to your notion; is it considerable?—I find that in Kirkcaldy the increase for last year alone has amounted to 25 in a pauper roll of 141.

8574. Mr. *Ellice.*] Have you only 141 paupers in Kirkcaldy?—There are 166 just now.

8575. What is the population?—Six thousand one hundred.

8576. *Chairman.*] You mean 166, after adding these 25?—Yes, 166 on the roll just now.

8577. And it was 141 in the previous year?—Yes.

8578. Sir *David Wedderburn.*] Was there any special cause in operation that year, that could have made that large increase?—We cannot say particularly that there is any special cause; my impression is that it arises from want of proper inspection.

8579. Mr. *Orr Ewing.*] But is not business very bad in Kirkcaldy?—Yes, it is in a very depressed state just now.

8580. *Chairman.*] When you speak of the inspection being bad, what do you point to?—I refer to this, that the parish was left for a time in very unfavourable circumstances: the inspector having absconded, the parish was therefore left without proper supervision and inspection for some time, and parties, I have no doubt, have been admitted on the roll who ought not to be on the roll.

8581. But that would not account for that increase that you have just pointed out in the last year, would it?—Perhaps not altogether, I could not say that positively.

8582. Mr. *Ellice.*] Do not you attribute it to the very fact that the honourable Member has just alluded to, a depression of trade?—Partly; not altogether. It arises from several causes combined.

8583. Sir *David Wedderburn.*] Is there not a considerable reaction in all those manufactures along that part of the coast, since the termination of the American war?—There was so.

8584. They were excessively prosperous during the American war?—For some years they were.

8585. And is there not at present a corresponding depression?—Most decidedly.

8586. That would account then for the larger increase than usual in the number of paupers?—Not altogether, because the people who are able to work, although a depression of trade has come across the country, are not relieved.

8587. Mr. *Orr Ewing.*] But when there is a long depression of trade, do not a number of men, from want of proper support, become disabled?—That may be true; but I have not seen any cases to account for this. I am speaking of this case especially just now.

8588. You attribute it to the inspection being inefficient?—Principally, I do.

8589. *Chairman.*] You would attribute therefore any increase of pauperism to the mode of administering the law, rather than to the law itself?—Not altogether, I believe that the law is partly to blame, from the facilities that the law gives to many for getting relief.

8590. In what respect do you point to the law being defective?—I think that the law gives too great facilities to the pauper, or to the poor to become paupers, inasmuch as they are strongly impressed with the idea, I find, that as soon as they imagine that they should have parochial relief, they have a right to demand it, and can enforce it, and if we refuse it they apply to the sheriff, and take all the means which the law gives of enforcing it.

8591. Did you find that the sheriff encouraged the increase of pauperism by putting people on the roll who should not go there?—My experience in Dalgety, where I was longest, was this, that in every application to the sheriff he granted an order for *interim aliment*, and that the parochial boards generally, rather than incur expense in court, put the pauper on the roll, and thereby took the case out of the sheriff's hands entirely.

8592. Then it is your opinion that that state of the law should be modified?—Most decidedly.

8593. And that the Sheriff should be removed from that jurisdiction?—Distinctly.

8594. What would you substitute for that tribunal?—The Board of Supervision, under the same power that they exercise now, when inadequate relief is granted.

8595. You would give them the power of putting the pauper on the roll, as well as of regulating the allowance?—Yes.

8596. Mr. *Orr Ewing.*] You would restrict the control to the parochial board in the first instance?—Yes. In some parishes committee meetings are only monthly, but the inspector is authorised under the Act to give relief in case where it is necessary; and where the inspector

refused relief I would make an appeal lie at
e to a small standing committee of the paro-
al board, and that if refused there the pauper
ld appeal to the Board of Supervision.
597. *Chairman.*] Might it not work hardly
n the pauper to have to go to Edinburgh to
e his grievance redressed?—Not more so than
present under the rules and regulations now
force in respect to complaints of inadequate
ef, because they have only to apply to the in-
ctor for a schedule, which he must fill up if
uested by the applicant, and forward it to the
rd of Supervision within 24 hours.
598. But at present he appears personally
ore the sheriff, does he not?—Yes.
599. He would not have the same advantage
ou removed the appeal to the Board of Super-
on?—Not of a personal appearance.
600. But would not that be limiting to a great
nt the power of appeal of the pauper, who
ht be, in some cases, damnified thereby?—No,
arcely think so, because these schedules are
amed that when filled up they contain a full
ement of the pauper's case, the inspector being
nd to write down the answers as dictated by
pauper, and to send the statement to the
rd of Supervision just as the pauper wishes it.
601. But do not you think that the tendency
hat case would be for the Board of Supervi-
to uphold the decision of the parochial board,
that the pauper would imagine that he would
get fair justice?—The pauper might imagine
, but my experience of the Board of Super-
on is not such as to lead me to think that they
ld act in any way that was unjust to the
per.
602. Mr. *Orr Ewing.*] I suppose that your
wledge of the parochial boards inspires you
confidence that they would deal generously
any case of distress?—Yes; indeed I do not
k there would be any danger to the poor at
n leaving their case in the hands of the paro-
l board alone.
603. *Chairman.*] Are you satisfied with the
ent constitution and administration of the
rd of Supervision?—I am not altogether satis-
with its constitution. In the way in which
as managed its affairs with parochial boards.
nnot say that I have much to complain of. In
r working they have produced to a considera-
extent uniformity in the parishes of Scotland,
h is a great thing of itself; but there might
me improvement made in their constitution.
604. When you speak of uniformity, do you
n uniformity in the allowances, or the class
e relieved?—Uniformity in the management
administration entirely.
605. Then what modifications would you
t at in the constitution of the Board of
ervision?—It is, perhaps, not such an easy
er for me to suggest these things. One sug-
ion which I would consider an improvement
at publicity should be given to all their pro-
ings; that, however, does not refer particu-
r to the constitution of the board. I think it
ld undergo a re-construction in its member-
, and that parties only should be appointed
he membership who would be required to
nd the meetings of the board and take an
est in its business. It is generally felt, I
ve, at present, that the business is principally
sacted by the chairman and secretary.
606. Mr. *Orr Ewing.*] Are you aware
ther that is really the fact?—No, I am not
aware whether it is really the fact or not, but that is the feeling.

8607. It is the impression out of doors, but you are not aware whether that is the case, or not?—No, I am not.

8608. Sir *David Wedderburn.*] Would not a paid medical officer, an official member of the board, be an advantage?—No, I scarcely think that he would.

8609. Do not certain duties connected with sanitary improvement render it almost essential that there should be a medical man on the board, in order that they should discharge those duties efficiently?—Unless that medical man were to visit the several cases brought under consideration, I do not see what particular benefit he would confer on the Board of Supervision, unless it would be simply his counsel.

8610. *Chairman.*] It would be, at any rate, an advantage to have that knowledge at the board to judge whether the medical relief had been properly administered, or whether the sanitary condition of the place was such as it should be?—The sanitary condition of parishes does not exclusively come under the cognisance of parochial boards.

8611. We are speaking of the Board of Supervision now, and asking you whether it would be well to have a medical man on it?—So far as I can see, I do not see that it would be of any great service.

8612. Mr. *Orr Ewing.*] You are aware that on the Board of Supervision there are three sheriffs?—Yes.

8613. And is it not the case that they attend their meetings pretty regularly?—So far as I know personally, I could not speak on that point, but from what I have seen and read it seems that they do attend, but that the other members do not attend, such as the Lord Provost of Edinburgh, and the Lord Provost of Glasgow, and so on.

8614. It is hardly to be expected that gentlemen holding these high positions will have time to attend to the details of the management of the parochial poor law?—I understand that the meetings of the board are only weekly.

8615. Mr. *Ellice.*] Have you any complaint to urge against the Board of Supervision?—No, I have not; I have found them very courteous and impartial in all their dealings, reasonable and moderate in all their demands.

8616. *Chairman.*] Have you any modifications that you would suggest in the present law?—In what particular?

8617. You point to the fact of the law having given a certain power of claiming relief, and you have spoken to the fact of the jurisdiction of the sheriff, which you would have abolished; is there any other point in the law itself, on which you would suggest any amendment?—No, not particularly as to the facility or means which is given as to a pauper obtaining relief.

8618. Would you point to abolishing that law, giving a right to relief, and to leaving the matter upon voluntary charity?—No, I do not see that we could do that.

8619. What, in your opinion, are the main causes of pauperism; have you considered that question?—Well, I have no doubt that many causes contribute to that result; perhaps the want of proper education operates in that direction, and the want indeed of anything which tends to raise the individuals own self-respect. Anything

Mr. *J. Muir.*

6 July 1869.

that is calculated to promote or to increase the self-respect of the individual is calculated to prevent that individual from sinking into pauperism. We have had other causes assigned, such for instance as improper dwellings. Now I have no doubt that that also exercises its influence, because proper dwellings exercise such an influence upon a man that by improving his moral and social condition you thereby increase his self respect; they thus operate in the same way as education. These things, and others combined that might be enumerated, are so many causes in that way tending to improve and promote a higher standard of individual self-respect, which I would consider the strongest moral barrier that could be raised against the tide of pauperism.

8620. Do you find drink a great cause of pauperism in your district?—Generally it is; in many cases it is traceable directly to that.

8621. Do you not find also that pauperism leads to drink?—Yes; but the drink has created the pauperism in the first place.

8622. Mr. *Ellice.*] I suppose to that you ascribe one of the principal causes of pauperism?—I have no hesitation in doing so. I have seen frequently parties going with the money that I have given them straight to the public-house.

8623. *Chairman.*] Have you any suggestion to make to remedy that evil?—That is rather too extensive a subject for me to enter upon.

8624. I mean with regard to the cases where paupers receiving out-door relief go and spend it in drink?—The only suggestion that I would make is to have a more stringent use of the poor-house; and in all cases where there is the least doubt I would not give out-door relief at all.

8625. Mr. *Ellice.*] It is in the power of your board at present, is it not, to apply more stringent rules?—The board have the power, under the present Act, of doing so, but in many cases the inspector himself gives relief too, casual relief; and they go direct from the inspector's office to the public-house.

8626. *Chairman.*] What poorhouse have you in connection with your board?—The Kirkaldy combination; a combination of four parishes.

8627. Which are the four parishes?—The parishes of Abbotshall, Kinghorn, Burntisland, and Kirkcaldy.

8628. How many billets have you in the poor-house altogether?—We have 45-96ths of the whole house.

8629. How many does the whole house consist of?—It was originally understood to have 121 beds; but I understand that recently, when its dimensions have been more particularly taken and given to the Board of Supervision, they have reduced it to 110; out of that 110 we have 50 odd.

8630. So that you have accommodation for about one-third on the roll?—Yes.

8631. How many of these 50 odd are full?—We have an average of 33 or 34 during the year occupied.

8632. Is that because you do not apply the test of the poorhouse sufficiently?—Yes.

8633. You might have more in the poorhouse?—Yes.

8634. And you might reduce your roll thereby?—I am not positive that the roll would be reduced thereby.

8635. Then, how would it be beneficial to apply the poorhouse test more stringently?—I am not referring to those on the roll just now because I conceive that parties once pauperised are not so easily affected or influenced by the test of the poorhouse, I refer more particularly to new applicants for relief.

8636. Mr. *Ellice.*] But why do you not apply the rule more stringently?—I apply it and use it as far as I have authority to do, but then I cannot control the committee.

8637. Do the board not take your advice?—They seem to think that it is a hardship in many cases, and, although a suggestion be made, that the poorhouse might be offered, they do not always adopt it.

8638. *Chairman.*] But I understand you, that of these 160 who are on your roll, many spend the money given them for relief improperly in drink?—Some of them do.

8639. If you applied the test to these you might reduce the roll?—Certainly, it might where the paupers refused to enter the poorhouse.

8640. Mr. *Ellice.*] Has it not been tried where you have found that you have improvident paupers, who turn to bad uses the relief that you gave them, either in kind or money, have you never tried the system of offering those persons the house?—Yes, we have done so.

8641. Do you, as a rule?—That has not been adopted as the rule.

8642. Do you think that it would be wise to adopt it as the rule?—In all cases, I think it would.

8643. *Chairman.*] Would you be inclined to recommend that the law should limit the relief to in-door relief altogether, or would you leave a discretion in the parochial board?—I would leave a discretion in the hands of the parochial board, although I decidedly think there should be a more rigid application of the poorhouse test; still in many cases, I have no doubt it would be a hardship and operate injuriously to enforce it; as, for instance, where widows are left with families, in many instances it would be a hardship to compel the widow and perhaps a numerous family to go into the poorhouse, and would also unduly burden the ratepayer. It would oftentimes in such cases be attended not only with hardship, but would exercise a prejudicial influence upon them by making pauperism too familiar to their youthful minds. The out-door relief if judiciously given in such cases tends to keep the family together till they grow up one by one and pass away off the roll and go to work, and is altogether a better and more economical mode of giving relief.

8644. What do you do with your children in the poorhouse; do you board them out, or keep them in?—We keep them in the poorhouse altogether.

8645. Orphans and deserted children as well?—Altogether, and we educate them there too.

8646. Where do you send them to, to the parochial school?—No, we educate them in the house.

8647. Have you a special school?—Yes, and a teacher.

8648. Have you never tried the boarding-out system?—We have never tried the boarding-out system; we tried to educate them out, but we found that it did not answer; the children play truant, and it was thought better to keep the children in the house under the supervision of the governor, and educate them there.

8649. Have you sufficient knowledge of what becomes

comes of the children as they grow up; do they t put out into service or work?—We generally deavour to get service for them before they are nt out.

8650. Do you find generally that they do well, that they come back in any numbers upon the or roll?—Occasionally they do come back to but not as a general rule; we have no cause complain on that head; boys we endeavour to nd out to masters to learn trades and girls to vice.

8651. What is the cost of the maintenance of ur paupers in the poorhouse?—Five shillings l a fraction per head per week.

8652. What is the average amount of aliment t you allow upon out-door relief?—Two shilgs and sixpence a week.

8563. What is the lowest and what is the ghest?—We have some of them as high as 5 *s.*, l some of them as low as 1 *s.*

8654. What does your total expenditure for poor amount to?—The expenditure for last ar was upwards of 1,700 *l.* However, I must that last year does not present a fair criterion a fair state of our expenditure.

8655. Why not?—Because, as I have already ted, the inspector having absconded, left things a very bad condition.

8656. There were funds to be made good, I ppose?—There were a great many accounts e that should have been paid in former years t were paid off last year; consequently, our penditure for last year is considerably higher n it is on the average. The average expendie in our parish is about 1,200 *l.*

8657. Have you many lunatics amongst the upers on your roll?—We have ten.

8658. Where are they kept?—Seven are kept the district asylum, and three are private tients.

8659. You mean that three are boarded out? Yes.

8660. What do you find the cost in the lunatic lum to be?—£. 24 per annum.

8661. And what do you find the cost to be ere they are boarded out?—About 5 *s.* a week.

8662. Mr. *Ellice.*] Have you any lunacy ward ached to the poorhouse?—Originally we did p lunatics, but the license was withdrawn.

8663. What was the reason of that?—Well, I not exactly say; I was not there then.

8664. *Chairman.*] These seven that are in the natic asylum are what class of lunatics; are y dangerous or incurable, or fatuous, or what?—me of them are dangerous, and had to be reved to the asylum in consequence of that; t others are of a fatuous class, and might be her kept in the poorhouse or boarded out.

8665. Have you ever applied to have them reved from the lunatic asylum and boarded out? No, I have not in this parish in my time; I ve applied in other instances to the Board of nacy for the same thing, and always got it en I applied for it.

8666. You found no difficulty in getting it en you thought the case was one where it ld be safely done?—Where it was certified; l when it was certified that it was safe to reve them I had no difficulty.

8667. Do you mean certified by the officer of lunatic asylum, or by any medical officer?—y medical officer.

8668. What medical officer have you to attend on your poor in Kirkcaldy?—We have only one; Dr. James Young.

8669. Is he appointed annually, or for a permanency?—He is appointed permanently.

8670. What do you pay him?—He has 25 *l.* for attending the out-door poor, and 30 *l.* for attending the poorhouse; but we only pay our proportion of that 30 *l.* in proportion to the number of billets that we have.

8671. Thirty pounds is charged upon the four parishes?—£. 30 is charged upon the four parishes; that excludes medicine, however.

8672. He does not provide medicine?—No.

8673. Neither for the out-door nor the in-door?—Neither for the out-door nor the in-door.

8674. Have you a dispensary?—We just make an arrangement with a druggist to supply the medicine which the medical officer orders. Our expenditure for medical relief last year, both out and in-door, was 49 *l.* 6 *s.* 1 *d.*

8675. Has there been any great increase in the number of lunatics in your parish of late years?—No, I do not think there has.

8676. It is much about the same, you think?—Much about the same.

8677. How has it been in the other parishes that you have been connected with as inspector?—In Port Glasgow there had been a considerable increase, but in Dalgety not.

8678. How were they managed there?—In Dalgety we had none in the lunatic asylum; when I left we had only two, and they were boarded out.

8679. And in Port Glasgow?—I forget the number there, but there were none boarded out; they were all either in the asylum or in the lunatic ward of the Greenock poorhouse.

8680. What do they cost in the lunatic ward of Greenock poorhouse?—Six shillings and three halfpence per head per week.

8681. And in the lunatic asylum?—£. 26 per head per annum.

8682. What asylum is that?—The Paisley asylum.

8683. Was there any difficulty there in getting parties removed from the lunatic asylum if proper steps were taken?—I do not think that we made any attempt.

8684. What is the constitution of your parochial board in Kirkcaldy, is it rural?—Partly, and partly burghal.

8685. How many have you on the board?—The parochial numbers 297 members altogether.

8686. Have you not found that rather a cumbersome body to manage?—Yes, if they were all to turn out, but they do not turn out.

8687. You have a committee, I suppose?—Yes: a managing committee of 14.

8688. Have you found an inconvenience in the present law of mandates?—In some instances I have heard it complained of very seriously. In Kirkcaldy I have not seen it; they have never been used during my term of office there. It is only in very special cases that they are used, such as appointments of inspectors or medical officers, or anything of that kind.

8689. Mr. *M'Lagan.*] Are they got specially for that occasion, or are they kept permanently in the chairman's hands?—Sometimes they are got specially, and at other times they are just general.

8690. *Chairman.*] Is the minister of the

Mr. *J. Muir.*

6 July 1869.

parish an *ex officio* member of your board?—No; at least he takes no interest in it.

8691. But he is a member?—I understand him to be a member in virtue of his being a member of session, provided he be not excluded by the ratepaying clause of the Act. I would still, however, consider him a member from his being owner, for the time being, of his manse and glebe, which is of 20 *l.* annual value.

8692. And how many members of his session sit on the board?—Six.

8693. That six, including himself?—Yes.

8694. And are any of these upon the committee?—No; there are none of the members of the session on the committee at all.

8695. Then you do not experience any inconvenience in the management of the affairs from the attendance of *ex officio* members?—Not a bit.

8696. Mr. *M'Lagan.*] Do you approve of your mandates being given as they are at the present time?—No, I do not. I do not approve at all of the constitution of parochial boards, as they are at present, in non-burghal and rural parishes.

8697. Have you any idea how many mandates have been used at your parochial board?—I could not positively say, but, perhaps, about 150.

8698. And, perhaps, not more than 50 will attend the meetings?—There were not 50 present.

8699. And, therefore, the holder of these mandates has, in fact, the whole command of the business of the parochial board?—Distinctly.

8700. Would you abolish mandates altogether, then?—Yes; under the system, which I think would be preferable to the present system, mandates would be abolished. I think that the preferable system for the constitution of all parochial boards would be the present burghal system, the present constitution of parochial boards in burghal parishes.

8701. *Chairman.*] You would make them entirely representative?—Yes.

8702. A small number of managers elected by the general body of ratepayers?—Yes, by the ratepayers.

8703. And you would have no *ex officio* members, and nobody to sit there in right of property?—No; but I would say that ratepayers should have votes at the election of managers corresponding to the annual value of their property, so that property in that way would be represented.

8704. Mr. *M'Lagan.*] But, supposing that you did not get that change which you advocate, would you still recommend the abolition of mandates?—No, not entirely.

8705. Would you recommend it for non-resident members of the board?—I would recommend that all mandates given should be special.

8706. That they should only be given for one special meeting?—For one special meeting and special business.

8707. *Chairman.*] Or for any adjournment of that meeting?—Or for any adjournment of that meeting.

8708. How often does your parochial board meet?—Twice a year.

8709. Then, I suppose that the committee reports to the board, or how do you manage that?—The committee reports to the board.

8710. What is done at these general meetings of the board; are they called together to make up the roll?—They are called together to revise the roll, to impose assessment, to appoint committees and chairman, and business such as that.

8711. And then the whole administration is handed over to the committee which works the parish?—Yes, it is handed over to the committee; but even at these meetings of the parochial boards there are not more than the number of the members of the committee that attend.

8712. How many generally attend the committee?—Perhaps not more than a dozen.

8713. That is quite enough for the business of the committee, I suppose?—Quite enough for business.

8714. Then, do the members of the board take any share in visiting paupers, or do they rather leave that to you entirely?—They leave that to the inspector entirely.

8715. There is no sub-committee appointed for that purpose?—No; there is a sub-committee appointed to visit the poorhouse weekly, and make a report.

8716. Are you much troubled by cases of desertion of wives and children?—Yes, considerably.

8717. And have you any experience of difficulties in pursuing the parties who have deserted their wives and children?—The difficulty that we experience is the expense of doing it, while there is the uncertainty of obtaining a conviction even after having expended a considerable portion of the poors' fund.

8718. What is the difficulty of obtaining a conviction; is it from want of evidence?—From want of evidence sometimes.

8719. Or is it owing to the provision in the Act, which says that you must prove that the father is able to support his wife and children?—That is an objection. The general view of what is implied in that (80th) section is, that it refers simply to a man being able-bodied; but some judges hold that you must prove not only that he is able-bodied, but that he is able to maintain his family by having an income sufficient to enable him to do so.

8720. What suggestion would you make in reference to that?—I would have him made punishable by the ordinary criminal procedure of the law, not to have him prosecuted by the inspector, who is not acquainted with the machinery of the law.

8721. Would you hand these cases over to the procurator fiscal?—Yes; so that upon complaint made by the inspector to the procurator fiscal, he would prosecute the father like any other criminal.

8722. Has it been tried at all to put the criminal law in force against him?—No, we cannot; we have not the power.

8723. Are you much troubled with cases of illegitimacy?—Yes.

8724. And I presume that you would apply a similar remedy there, a criminal prosecution of the supposed father?—The law must be somewhat simplified to enable parochial boards to establish paternity before that is done.

8725. In what way?—The machinery of the law seems too complicated and expensive just now, so that parochial boards often allow them to run at large rather than incur the expense (just as in the case of desertion); and then also owing to the want of any certainty of obtaining a conviction from various causes they rather just give relief than incur the expense of prosecution.

8726. (

26. Of course there must always be more ulty in those cases than in the case where has been a marriage and proof of the pater- it must involve some expense under any mstances?—Quite so.

27. What do you do with women who are with illegitimate children; do you send them the poorhouse or relieve them out of doors? e generally send them into the poorhouse, ve occasionally give out-door relief too.

28. But you generally apply the test pretty gently?—We generally apply the test in cases, not as a rule however.

29. Do you find that you have been able to ict the evil by applying the poorhouse test? annot say that we have.

30. How many mothers of illegitimate child- ave you in the poorhouse?—I have not the es with me now.

31. Are you much troubled with vagrants? ry much.

32. Do you think that there is any connec- between applying the poorhouse test and the ase of vagrancy?—Well, I cannot positively hat.

33. You have never turned your attention at question?—No.

34. It has been suggested that if the poor- e test were more stringently applied there d be a great number of vagrants cast upon country, is that your opinion?—No, I do not k there would be; so far as my experience where the poorhouse test has been applied parties have refused it, they have fallen back society and become self-supporting.

35. So that the application of the poorhouse not only reduces the number of paupers and ates, but improves the moral condition of the le?—I think so; in reference to that ques- of the relief of vagrants there is one sugges- which I would make, and that is, that no y should have a right to demand relief who not resided some short specified time in a sh; that is for the purpose of preventing a y just coming into a parish, and immediately enters the parish calling at the inspector's e; I do not think that any particular hard- would arise from that. The time might be l at 48 hours or longer, just as was thought ber; and I have no idea that a vagrant would ain in the parish simply that he might have privilege of demanding relief at the end of time.

736. Do you think then that he would bestir self to find work, or how would he save him- from starvation?—Well, that is not a ques- for me to answer: that is a question for him- If a person comes into the parish and says he is destitute, that he is not able to work use he has travelled so far, we send him to medical officer, and the medical officer hesi- s to certify that he is actually able; he says he is partially disabled without stating the icular cause; and then the inspector, on the r hand, does not like to incur the responsibility efusing relief, because he might be held crimi- y liable if anything occurred, and in that case gives the relief just to keep himself safe.

737. If you were compulsorily to require that agrant should remain 48 hours in a parish ore he could get relief, that man might starve the meantime?—I do not think it; I think t there is as much benevolence and common 42. human sympathy in existence as would prevent that.

8738. Mr. *Orr Ewing.*] Do you think that the effect would be to prevent him from coming out of his own parish into an adjoining parish?—I think so.

8739. Mr. *M'Lagan.*] He might starve, steal, or beg; you mean that he should beg?—They do so at present in those cases.

8740. Mr. *Orr Ewing.*] Your intention is to keep them at home?—Yes.

8741. Mr. *M'Lagan.*] Supposing there is no home for them?—The object would be to make them find a home, and stay at home.

8742. Have you a sub-inspector in your parish?—No.

8743. Are you aware of any parishes where they appoint the constable of the district sub-inspector?—No.

8744. There are some parishes where they do so, and all vagrants passing through when they come to the inspector for relief, are sent to the constable: if they are really deserving they will go to the constable, and he gives a line back to the inspector; if they are not deserving and are real vagrants they will not go to him, but will go on to another parish: are you aware of such cases?—I am aware of instances such as that where an arrangement is made that the constable gives relief to parties that he considers proper objects of relief, and that the parochial board will refund him.

8745. Do you consider that that is a good plan for arriving at the deserving vagrants?—I have known that done, and it was found to work well enough, because vagrants hesitated to go before the constable; the constable had the power of searching them to see if they had any funds about them, whereas the inspector had not that power.

8746. *Chairman.*] Do you propose that this 48 hours' residence in a place before a vagrant gets relief, should be enacted by Act of Parliament as a compulsory law?—Yes; I propose that it should be enacted that no person should have any power to demand relief within 48 hours of his coming into the parish.

8747. Mr. *M'Lagan.*] And supposing that a person travelling through should become sick, of course you would relieve that person?—If we were satisfied that it was so, that he was in real destitution and a proper object of relief.

8748. Suppose a man had travelled for 24 hours without tasting food, and came into your parish and asked for relief, would you consider him a proper object of relief; I mean passing through your parish and going to another parish?—If he were an able-bodied man, we would not consider him a proper object of relief.

8749. And you would give that man nothing in that case?—We would give that man nothing; we would leave that man to the common benevolence of society.

8750. *Chairman.*] Of course, if he were able-bodied, you would not have a right to give him relief?—We would have no right.

8751. Take the case of a man not able-bodied in the full meaning of the word, but half able-bodied, so to speak, and who had been travelling for a whole day and had had no food?—In that case I would be inclined to give relief; I would consider that person a proper object of relief.

8752. That is to say, you would leave a discretion for urgent cases?—Yes.

8753. Mr. *M'Lagan.*] Such a case as this

Mr. *J. Muir.*

6 July 1869.

occurs, in a parish which I am acquainted with; a man has been dismissed from an infirmary, the doctor had declared him cured, he is travelling to his own parish, and has to pass through several other parishes; he leaves the infirmary with no money, and has had no opportunity of working; if he were travelling through your parish you would not relieve him on your principle?—I am not aware of such cases occurring.

8754. There are some so situated; what would you do in those cases?—Where a party is discharged in that way, his proper course to adopt under the present law, is to apply to the inspector of the parish where the infirmary is situated, and he will be sent home, or get relief; the parish giving relief is bound to exhaust the case, and either find out the pauper's settlement, and send him home, or keep him there, chargeable to the parish to which he belongs.

8755. *Chairman.*] You think that such a law as you propose would compel a vagrant to seek relief in the parish where he was best known, whereas now he moves from parish to parish, and you have no means of knowing whether he is a proper object of relief?—We have no means of knowing.

8756. He would not suffer hardship from the law you suggest, because he would seek relief in the parish he had resided in?—Quite so.

8757. And then he would not suffer hardship?—If it were a matter of real necessity for the man to travel, I am quite sure that the common sympathy and humanity is such that he would not be left to starve.

8758. What do your rates amount to in the pound generally, in your parish?—I should remark here, that our rates for the present year are not anything like a criterion of our ordinary rates, from the circumstances I have alluded to. Our rates last year were 8 *d.* on owner's, and 1 *s.*, and 6 *d.*, and 3 *d.*, on the three classes of occupants respectively.

8759. Will you define the three classes?—The first class comprises the occupants of dwelling-houses, banks, and offices. The second class comprises shops, workshops, warehouses, school-houses, manufactories, railways, stables, cellars, and yards. The third class comprises farm land, nurseries, collieries, and market-gardens.

8760. How is it that you put railways in the second class?—I do not know I am sure.

8761. What are your deductions?—On house property 10 per cent., on land 5 per cent.

8762. And on railways?—The best terms we can make.

8763. And what have been those terms generally?—Thirty per cent. I had to settle with them last year at 30 per cent., after a considerable amount of correspondence.

8764. Mr. *Orr Ewing.*] What deduction had they before that in the making up of the roll?—One-half.

8765. Mr. *Ellice.*] Is it Mr. Walker that you have to deal with?—Yes.

8766. Mr. *M'Lagan.*] Have you made any difference in regard to that, after the passing of the Act of 1867?—No difference.

8767. You still make the same deduction, 30 per cent.?—They would not come to any other terms with us; we did not consider that we had a right to do that, and a good deal of correspondence took place on the matter, but they maintained their position. I threatened to take the case into court, and was told that he would suspend, and after consulting the committee, committee said we were to just make the l arrangement possible, that we could not go i court with them.

8768. *Chairman.*] What is your opinion ab these deductions; are you in favour of remov the section of the Poor Law Act that empow you to make deductions?—I think the assessm should be on the gross rentals as they appea the valuation roll.

8769. And if you had that, you would not under the power of the railway companies No.

8770. Mr. *Ellice.*] You do not think it wo be a just thing to make the railways an except in any general law?—No; we do not think although to settle the question we would be clined to yield a little if we could obtain a fi deduction, and could know what we had a ri to demand.

8771. *Chairman.*] Your classification w enable you to give them some consideration That is only in the case of occupancy.

8772. Mr. *Ellice.*] What is the deduction railways in the other parishes you are acquain with?—I think as a general rule it is about per cent.

8773. Mr. *Orr Ewing.*] Are not railways sessed in an exceptional sort of way, not in same way as other heritable property; do not assess them as traders as well as owners We just assess them for the value as it appe in the valuation roll, the same as any other s ject.

8774. But the valuator has got at them taking only one-half of the maintenance of r ways?—Yes, they get a deduction of one-hal

8775. Do you think it is fair that they sho only be allowed one-half; is not the maintena an expense that manufacturers are not char for in conducting their business?—I do not th they should get any deductions whatever yond what they are allowed before fixing valuation. So far as I know I do not see reason why railway companies should be allo any deduction beyond what is allowed by valuation, more than any other class of p perty.

8776. It would come to the same thing tho if the valuator were allowed to make the de tion greater than it is at present for the rail companies?—Yes.

8777. And you think that their propert exceptional, and that they would be entitle further relief than they get at present, if t were not permitted to have any deduction f you?—If you mean as a matter of right I not prepared to go that length, but to effe compromise and have the matter finally set I would be prepared to yield the point so what.

8778. *Chairman.*] You think that they sho be put in the same position as household prope and other property, and get no deduction?—the same position as all other heritable proper

8779. Have you considered the question of law of settlement?—Yes, I have given some tention to the law of settlement.

8780. What is your opinion on that point; you prepared to suggest any modification of law of settlement?—I would be prepared to gest a very extensive alteration of it; that i say, I would be prepared to abolish it entirel

8781. Would you couple with that an ex

of the area of chargeability?—Yes, I think y must go together.

8782. What extension would you suggest?—I uld suggest a national extension.

8783. Do you mean that you would make the ole of Scotland one parish, so to speak, for asment and for management?—For rating purs, but not for management. I would have l management.

8784. What is your scheme, then?—My eme is, that the country could be divided districts for management; but that one asment should apply over the whole country.

8785. You mean one common fund?—One mon fund.

8786. And each district to take its share out the common fund?—To take its share out of common fund.

8787. In short, you would suggest a national e?—Yes, a national rate.

8788. And do you think it could be managed nomically?—I do not see any reason why it ld not.

8789. What checks would you have upon the penditure?—The same as you have at pret.

8790. You have now this check, that the men o pay the rates have a control over the expenre?—You would have the same then, because members of the local boards, under the system would propose, would be elected out of ratepers.

8791. They would be entitled to put their nds into one common fund, and would not feel same interest in protecting that common fund if they had to manage simply the money that me out of their own pockets?—I am alive to objection, but I cannot see its force. I think t as they are called upon to contribute to t one common fund, they have the same inest in keeping down the rate for that common nd.

8792. Then, how would you impose the rates; all kinds of property?—On all kinds of heritle property.

8793. Would you extend it to any other inmes than those derived from heritable property? The principle of equity, certainly, is that parties ould be assessed upon or in proportion to their comes; but it has been already tried, and being und impracticable, has been abandoned. I have t considered the matter particularly for that ason, and the question has been more in my nd, what improvement could be suggested and opted to carry out and equalise the assessment der the present mode.

8794. You would keep the present system of essment?—I would keep the present system assessment.

8795. But make it one general rate over the untry?—One general rate over the country.

8796. You would then arrive at the amount quired in each district, for the management of e poor; who would manage this general fund? You could have it under the control of the oard of Supervision in the same way as you now ve the medical relief granted from Governent; it could be distributed to each district in oportion to the population of the district.

8797. Mr. *Elice.*] Is the grant given to the pulation of the district in the case of the edical grant?—That and other circumstances e taken into consideration.

8798. *Chairman.*] And then concurrently with

that, you would abolish the law of settlement altogether?—I would abolish the law of settlement entirely.

8799. All parties to receive relief wherever they happened to fall into destitution?—Yes, wherever they happened to become destitute; my impression is that it would tend very much to reduce the expense of management in the first instance, because the main question would simply be, as I think it ought to be, is the applicant a proper object of relief? Whereas, now the great question always arises, where is the settlement of the pauper? and a great many officials are thereby required under the operation of the present law to investigate all the niceties of birth and residence that arise in carrying out and working the present law of settlement, while there is also the voluminous correspondence between parishes, and the expense of supreme and sheriff court decisions, with all their legal hair-splitting distinctions of what constitutes residence and so on, so as to give a settlement.

8800. Are you at all troubled with Irish in your parish?—We have a few, not many.

8801. Do you not think that if you abolished the law of settlement, it would give them an advantage?—No, I would make them removal as at present, but would at the same time suggest a law of irremovability after a certain number of years' residence, similar to what there is in England, without giving them the full benefit of having acquired a settlement.

8802. The tendency would be that they would come to the country where there was no law of settlement, and where they would get relief the moment they became destitute?—But if they had not resided the time necessary to make them irremovable, they would be sent back, as they are now, to their own country.

8803. Then if they became irremovable, would you charge them on the parish in which they became irremovable, or have recourse against their parish of birth?—I would charge them against the parish where they became chargeable.

8804. How would you make them chargeable?—They would become chargeable where the destitution occurred, and having resided a particular number of years in the country, they would come under the law of being irremovable.

8805. But if you abolish the law of settlement, and make a man chargeable wherever he falls into destitution, the question of irremovability does not arise?—Not so far as natives of Scotland are concerned, but it would arise in respect of foreigners.

8806. You would say that if an Irishman had not resided a certain number of years, you would remove him?—Yes.

8807. Where would you remove him to?—To his own country.

8808. Suppose he came back again, as we find he always does?—I do not know, very well, what you ought to do in that case; unless by making it highly criminal to do so, and severely punishable, and if necessary to remove them a second time, they should be removed at the expense of the union to which they belong.

8809. Mr. *Orr Ewing.*] But it is your conviction that to have the whole of Scotland assessed for the maintenance of the poor, would not lead to extravagance?—I do not think that it would, I have heard the objection urged frequently, but I cannot say that it is my experience that it would lead to that. My experience of parochial boards

Mr. *J. Muir.*

6 July 1869.

is not such that I think they would be extravagant in the expenditure of the fund, though they were drawing it from one common source.

8810. Have you any means of knowing how they would act, if they obtained it from one common fund?—No; I merely give it as an opinion, arising from my experience of the working of parochial boards.

8811. They are economical at present, because the money is raised in their own parish?—They are as economical as possible at present, but that is not the primary question, they feel that they have a moral duty to perform to the poor, irrespective of a money consideration, so that the question with them, principally, is the management and care of the poor; the expense of doing so is not the only consideration, the first consideration of parochial boards are the circumstances and requirements of the poor.

8812. They do not look to whether they are spending much money?—Not whether the rates are rising or falling.

8813. Would they not be apt to take a more liberal view of the case before them, if the money did not come from their own pocket?—I do not think so.

8814. Do not you think that it is the feeling now that, if you ask for money from Government, you are getting so much money, and that it does not come out of the pocket of the person that obtained it?—I do not understand that there is anything like asking for money from Government in this case; you have a general rate over the country, and that general rate is distributed by local governments. My suggestion was that the Board of Supervision should distribute that money in the same way as it now distributes that 10,000 *l.* given by Government for medical relief, and that it should be given in proportion to the population of the district where the relief is to be given.

8815. *Chairman.*] But you are aware that, in the case of the medical relief fund, the local rates have to contribute their share before they can get any of the fund given by Government?—Yes.

8816. So that there is a check in that case, as part of the fund is to be supplied by the local rate?—I am aware that, before a parish can participate in that grant, their expenditure must be a certain amount; that is to say, there must be a certain minimum expenditure to entitle them to participate in that grant.

8817. But if you had a national rate you would have nothing of the kind to check the applications to the general fund, and each district would be scrambling to see how much it could get out of the fund, would it not?—Not under the system I suggest, that each district should only receive from the common fund in proportion to the population of the district.

8818. Mr. *Orr Ewing.*] But it might cost much more to support a pauper in a great city, than it might cost to support him in a country parish?—My experience is that there is not much difference.

8819. What would you do with parishes that have no legal assessment at present; would it not be a hard thing to bring them into the category?—No, I do not see that it would be any hardship at all.

8820. You think that if there are parishes that are paying now 1 per cent., and where the poor are very well attended to, it would not be hard to make them pay to this fund the same as other parishes under a legal assessment?—I think that a greater hardship exists now, while these parishes are supporting their poor at a cost of 1 per cent., whereas other parishes are paying much more.

8821. Is it not better to continue that old independent feeling that still exists amongst some of the Scotch parishes, than to carry out your national system?—I do not see that it would affect that. An independent feeling arises from a scene of having done our duty, and that duty is only performed when we feel we have contributed our fair share in the country's burdens.

8822. You would compel all to be under one system of legal assessment?—Yes; but we are so at present, except in very exceptional cases.

8823. There are a great many parishes that voluntarily assess themselves?—Not very many.

8824. *Chairman.*] There are 97 of them, are there not?—Yes.

8825. Mr. *M'Lagan.*] Supposing that you only allowed so much to each parish, in proportion to the population, and that that allowance was not sufficient to keep the paupers of that parish, would you then have a rate on the parishioners to make up the deficiency?—I would have no objection to that system, and that might operate as a check.

8826. Do you think that population would be a good guide by which to be guided in giving the proportion of allowances?—Yes.

8827. And not the number of paupers?—No.

8828. *Chairman.*] The number of paupers might be increased for the purpose of getting a larger share of the allowances?—Yes.

8829. Whereas the population regulates itself and could not be altered by the act of the district board?—Just so.

8830. Mr. *M'Lagan.*] But is it not the fact that the proportion of paupers varies according to the kind of population?—To a certain extent it does.

8831. Would it be fair then to take the population as the basis upon which to distribute the allowances?—I have been unable to devise or suggest any other means that I think would be equitable.

8832. That is to say, if your plan is carried out of having a national rate?—Yes. That idea to which you refer suggested itself, that in the event of the amount allocated for any particular district being found too small, that district alone should contribute what was necessary to make good the deficiency.

8833. Mr. *Orr Ewing.*] Is that the opinion of your board or your own individual opinion?—It is only my individual opinion.

8834. Have you consulted them upon it?—No.

8835. *Chairman.*] In dividing the country into districts by what rule would you go, would you endeavour to divide the country into equal populations?—No, that could scarcely be done, because some districts would require to be so extensive to include an equal population that they would be unmanageable.

8836. What line would you take, and what rule would you apply for dividing the country, how would you constitute your districts, in short?—I am not prepared meantime to say that; only throw out the suggestion.

8837. With regard to the Board of Lunacy, are you satisfied with the management of the lunatic

atics under the Board of Lunacy?—I have no particular cause of complaint.

8838. Or as to the general treatment of the atics, have you any remark to make?—No ther than this, that my impression is that the ochial boards should have a greater discre- ary power in the disposal of lunatics.

8839. In what way?—In the first instance, n a lunatic is reported we have no alterna- but to send him to an asylum; we can only p him at home by applying for and obtaining sanction of the Board of Lunacy.

8840. He must go to the asylum first?—He t go there, unless we obtain leave to keep at home, which is granted in exceptional s, where the lunatic is certified as harmless incurable.

8841. Mr. *Ellice.*] In order to test his condi- ?—He is certified as insane, and we have no rnative, because it is the only place for safe ping.

8842. There they test the nature and condi- of his insanity; it is for that purpose that he s there in the first instance?—Partly for his safety, and partly for the safety of the pub-

8843. *Chairman.*] Do not you think that that useful way of ascertaining whether a man is roper object to be detained in an asylum, or ?—In many cases it is; but in many cases, I ieve, it operates as a very serious hardship.

8844. In what way?—Because parochial boards e no discretion, we are compelled to remove per lunatics at once to the asylum, and when e there it has hitherto been found a somewhat icult matter in getting those pauper lunatics charged again from the asylum, until recently, en there was some improvement, whereby a per lunatic may be removed from the poor's by a minute of the parochial board at a duly stituted meeting, and discharged from the lum with the concurrence of the medical erintendent, but before then greater diffi- ties were experienced, and to some extent still procuring the discharge or removal of pauper atics.

8845. Mr. *Ellice.*] Can he be removed with- some certificate, or license, from the Board of nacy?—He can be removed from the pauper l without that.

8846. If you wish to remove a lunatic who been sent to an asylum, and has turned out be harmless and incurable, you have no diffi- ty, have you, in removing him thence, and tting him out as an out-door patient by applica- n to the Lunacy Board?—I cannot say that I ve experienced any difficulty in such cases as t, but still I think it preferable that the paro- al board should have the power of removing lunatics, without any application to the Board Lunacy.

8847. *Chairman.*] Upon the advice of their n medical officer?—Yes.

8848. Mr. *Ellice.*] Do you propose that your n medical officer should attend at the asylum, d satisfy himself of the condition of the tients?—He might be asked to visit them, and certify as to their condition, whether they re proper patients to be kept there, or to be arded out.

8849. Would you propose that the opinion of ur local officer, formed from a cursory visit of at sort, should be taken in preference to the opinion of the persons under whose charge the lunatic has been?—In harmless and incurable cases I am quite certain it should be; but where the medical officer of the institution certified that he considered a party dangerous or a curable patient, in that case I would allow the patient to remain.

8850. Have you any difficulty in ascertaining the real condition of the lunatics by simple application to the medical officers of the asylum, without the necessity of sending the parochial officer?—If we ask the medical superintendent to report the condition of any lunatic, he generally does it.

8851. You have no reason to doubt the accuracy of that report, have you?—No special reason.

8852. *Chairman.*] Have you any ground for thinking that the medical superintendents are inclined to report unfavourably against the removal of these parties?—I cannot say positively, but there is a suspicion of that kind.

8853. Is there any other point that you wish to bring before the Committee?—We have sometimes experienced some difficulty in the boundaries of parishes. I have a suggestion on that point, namely, that the Ordnance survey map should be taken as the boundary for all parochial purposes.

8854. What is your difficulty that you have experienced?—The difficulty is where property is found to be on the very boundary line of the parish; and in questions of settlement disputes arises as to whether the property is situated in the one parish, or in the other, sometimes it may be a question of residence, and at other times a question of birth.

8855. What does the doubt arise from; from your not having a properly-constituted map to define the boundaries?—The only properly-constituted map that we have seems to be the Ordnance survey map, and the suggestion that I would make is, that that should be held to be the boundary of the parish for parochial purposes. The object is to prevent litigation; I have had several cases of that kind.

8856. Mr. *M'Lagan.*] Cases of litigation do you mean?—No, not cases of litigation; we did not litigate; but several cases of dispute of that kind.

8857. *Chairman.*] How were these cases generally settled?—There are some of them not settled yet.

8858. Mr. *Ellice.*] How can that arise, because the valuation is taken in different parishes; it is settled before it comes to you as a parochial board, is it not?—That is not sufficient. I had a case not many months ago, where it was so settled in the valuation roll; the property referred to was actually assessed by the parish against which the claim was made; it stood in the valuation roll of that parish and was assessed by them, and the party upon whose account the claim was made had resided there a sufficient time to have acquired a settlement, and still they refused the claim, and alleged that the property was not in their parish, while they were actually drawing the assessment from it.

8859. *Chairman.*] So that they claimed it for their own parish for one purpose, and rejected it for another?—Yes.

8860. Mr. *Ellice.*] I thought that you assessed upon the valuation roll?—So we do, but they

Mr. *J. Muir.*

6 July 1869.

rested upon the allegation that the property was not in their parish at all, that the valuation roll was not sufficient evidence that it was in that parish.

8861. *Chairman.*] The valuation roll is only sufficient evidence of the fact, that that is the value of the property, not that it is in the particular parish specified?—Yes.

8862. Then you would enact that for all parish purposes, the boundaries indicated in the Ordnance Survey, should be the boundaries of the parish?—Yes, that is the suggestion that I would make on that point.

8863. Mr. *Ellice.*] Or rather would it not be better that the parochial assessment should be levied according to the valuation roll and the parishes denoted in the valuation roll; for, of course, the valuation roll is according to the parishes: that would answer as well, would it not?—That would serve the same purpose if the valuation roll was made authoritative, as defining the boundaries of the parish; still I would consider it better that the valuation roll was made up according to the boundaries indicated in the Ordnance survey, those being legalised as the boundaries by imperative enactment. On the subject of giving an able-bodied poor law to Scotland, my own opinion is, and that of many others, both inspectors and members of parochial boards with whom I have consulted, decidedly unfavourable. The giving of parochial boards even a discretionary power to give relief to such without giving a right to demand it is not viewed with great favour either, but rather that a power should be granted, in a time of depression of trade and peculiar circumstances, to levy an assessment for that particular occasion and for those particular circumstances.

8864. *Chairman.*] To deal with it by special assessment in cases of distress?—Yes; not that they should have any right to demand relief at all, or that the parochial board should have power to give relief from the ordinary poor fund.

8865. If you gave that right to levy a special assessment, would not that create the belief in the mind of the able-bodied that they had a right to relief?—I would give them a right to relief on these special occasions, when circumstances seemed to demand it from a depression of trade.

8866. How would you define these cases, because "a period of distress" is a comparative term; what would you take as the guide and condition under which the parochial board should be entitled to levy a particular rate?—I would leave it in the hands of the parochial board.

8867. That would be a discretionary power to the parochial boards?—It would be a discretionary power to levy rates for the special occasion; but not any discretionary power to give relief from the ordinary poors' fund.

8868. Mr. *M'Lagan.*] Would it not be as well to give the power to the magistrates and town council, as to give it to the parechial board to levy that rate?—Well, I would see no objection to that.

8869. Because, by so doing, you will not lead the able-bodied poor to suppose that they have a right to that rate?—It is very possible that your suggestion might be preferable to mine for that reason.

8870. And in rural parishes that authority or that power might be given to the Commissioners of Supply?—It would perhaps be better that the parochial board should have nothing to do with the levying and administration of this fund, for the reason you suggest, so that the able-bodied poor, even in times of distress, should not come in contact with the ordinary poor law authorities. On the question of exemptions I would suggest that in the event of the present system of assesssment upon lands and heritages being continued, there should be a fixed minimum rental upon which assessments should be levied. We have found, and I believe it is general, considerable difficulty in recovering the rates from small tenements; and, indeed, we have found that we have almost to give exemptions to all below a certain rate; all from 2 *l.*, and under, as a rule, are entirely exempted, and many above that. In this last year I think that we have had about 400 applications for exemption.

8871. *Chairman.*] Out of how many ratepayers?—Out of 1,932.

8872. Mr. *Ellice.*] You have 1,932 ratepayers out of a population of 6,000?—Yes; and out of that number we have had about 400 applications for exemptions, which, in almost every case, have been granted.

8873. *Chairman.*] That is nearly 20 per cent.?—Yes.

8874. Are you visited by Mr. Peterkin, the inspector of the Board of Supervision?—I never had a visit from him but once while I was in Dalgety; he was visiting officer then.

8875. Mr. *Ellice.*] Has he never been to you in Kirkcaldy?—No; Mr. Peterkin does not visit Kirkcaldy, but Mr. McNeill.

8876. *Chairman.*] Have you had a visit from him?—Not since my appointment. He has been at Kirkcaldy and at the poorhouse, but not at my office.

8877. How often does he call, at stated times?—I could not answer that.

8878. Then, it is not the inspector's habit to meet with the parochial board whenever he comes?—No; he visits the poorhouse, and calls at the board office and sometimes on the chairman; in each case making any suggestion he may thinks necessary.

8879. Mr. *Ellice.*] Does he not look at your books?—Yes; he asks to see and examines the whole of them.

8880. *Chairman.*] When he calls at the office, does he see you, and make suggestions to you or to the chairman?—To both of us; to me in the board office, and to the chairman when he calls at his own office, he will point out errors or defects, and make suggestions as to any improvement in the mode of keeping the books.

8881. Does he make any suggestion as to the administration generally, or is it chiefly as to the mode of keeping the books?—He makes suggestions on the administration generally, gathering information, both from the books themselves and from personal inquiries.

8882. Mr. *Ellice.*] Has he ever inquired into any special cases there?—Not that I am aware of.

8883. Were you long inspector at Dalgety?—About eight years.

8884. Then you were inspector during the time that Mr. Briscoe was inspector of the Board of Supervision?—Yes.

8885. Mr. Briscoe used to visit it regularly, did he not?—On the subject of exemption, I may add that I think that the very circumstance that these poor people are called upon to pay rates, seems to impress them with the idea that they

ey have a double claim to receive out of those tes whenever they think they should get it, and is often urged by applicants for relief, that they ve paid all the rates as a special reason why ey should get it, while I further think it is in- licious and unfair to compel those to pay rates, the support of the poor, who are on the verge pauperism themselves, which I think is just a use of hastening on their own pauperism; then ere is the great expense of collecting those small ms, while the amount of them in the aggre- te, though exempted, would perhaps not add ove one farthing per pound to the other rate- yers; for these reasons I think they ought to exempted by Statute.

8886. *Chairman.*] They look upon it as an in- rance fund?—Yes, something in that way; as society in which they have been laying past nething that they should get whenever they nk that they ought to get it; and I think that to exempt them by law would have a tendency to disabuse their minds of that impression, and show them that they have no right to it.

Mr. *J. Muir.*

6 July 1869.

8887. And do you think that it would have a tendency to make them think that they had no right to come upon the poor roll?—No, not exactly that; but now they think that they have a double right to come upon it.

8888. Mr. *Ellice.*] What rental would you limit the poor rate to?—£. 4.

8889. *Chairman.*] The occupier you mean?—Yes.

8890. You would still rate the owners of all property?—Yes.

8891. Upon the half or upon the whole?—Just upon their own half; because, if you were to do it otherwise, the owner would simply throw back the burden by increasing his rents; it would just be taking it from him in an indirect way.

APPENDIX.

LIST OF APPENDIX.

Appendix, No. 1.

Page

Abstract of Poor, and Expenditure thereon, in the City Parish of Edinburgh for the Years from 1845 to 1868 - - - - - - - - - - - - - - - - 449

Appendix, No. 2.

Return of the Number of Registered Poor and of Casual Poor, and of the Sums expended on their Relief, &c., in each Year from 1846 to 1868, inclusive - - - - - - 450

Appendix, No. 3.

Papers handed in by the Right Hon. Sir John McNeill, 20th April 1869:

Table showing the Number of Registered Poor and their Dependants receiving Relief in Scotland on the 14th May in each Year, from 14th May 1846 to 14th May 1859, with the Ratio per Cent. of such Poor to the Estimated Population; also the Number of Casual Poor and of their Dependants, and the Total Number of Poor of all Classes receiving Relief on the 14th May in each Year, with the Number per Cent. of the Population receiving Relief; also the Average of each Column for the Ten Years from 14th May 1849 to 14th May 1859, and for the Nine Years from 14th May 1860 to 14th May 1868; and the same for the Four Principal Highland Counties alone - - - - - - - - - - - - - 452

Table showing for each Year, from 1846 to 1868, including both, the Estimated Annual Value of Lands and Heritages in Scotland; the Total Amount expended on the Relief and Management of the Poor; the Rate of that Expenditure per Cent. of the Annual Value of Property, and the Rate per Head of the Estimated Population; the Amount charged under each Head of Expenditure, and the Ratio of that Amount per Cent. of the Total Expenditure; also the Average of each Column for the Ten Years from 14th May 1849 to 14th May 1859, and for the Nine Years from 14th May 1860 to 14th May 1868 - - - - - - - - - 453

Appendix, No. 4.

Paper handed in by Sir John McNeill, 20 April 1869:

Memorandum of Facts respecting the Proposal to change the Area of Management and Settlement of the Poor, and of Rateability therefor, in Scotland - - - 454

Appendix, No. 5.

Paper handed in by Mr. Fraser:

Circular Letter regarding the Classification of Lands and Heritages for purposes of Assessment under the Poor Law Act, dated 10 December 1868 - - - - - 457

Appendix, No. 6.

Paper handed in by Mr. William Hay:

Report by Committee of Parochial Board, appointed 8th December 1868, to consider the Basis of Assessment - - - - - - - - - - - - - 459

Appendix, No. 7.

Papers handed in by Mr. Peter Beattie, 11 May 1869:

Statement showing the Total Cost of In-door and Out-door Relief in Barony Parish, in each Year, from 1858 to 1868 inclusive - - - - - - - - - - 463

Number of Applications, Barony Parish, for the Years 1848-49 to 1868-69, from 15th May to 14th May each Year - - - - - - - - - - - - - 464

Statement of Registered and other Poor, Barony Parish; also Population for the Years 1845 to 1868, inclusive - - - - - - - - - - - - - 464

Appendix, No. 8.

Papers handed in by Mr. David Lewis, 8 June 1869: Page

Parishes in South of Scotland, with and without Public-houses in 1864 - - - - 465

Statement of the Expenditure for Maintenance of the Poor (exclusive of Cost of Erecting Poor-houses) in the Years ended at 14th May 1847, and at 14th May 1868; showing the Proportions thereof to every 10,000 of the Population in 1841 and 1861 respectively, and the Increase or Decrease of those Proportions in 1868 as compared with 1847, under the several heads of Expenditure - - - - - - - 465

Appendix, No. 9.

Papers handed in by Mr. David Lewis:

Statement of the Expenditure by the Corporation of Edinburgh in connection with the Election of Town Councillors and Members of the City of Edinburgh Road Trust, in the Five Years from 1864 to 1868 inclusive - - - - - - - - - - 466

Statement of the Population of the City, or Parliamentary Burgh, of Edinburgh - - 466

Appendix, No. 10.

Papers handed in by Mr. Brown, 18 June 1869:

Paisley:—Population; Number of Registered Poor; Casual Poor; Lunatics; Children; Refused; Relieved by Sheriff's Order (*vide* Question 5330) - - - - - - 467

Applications for Relief from 1848–9 to 1868–9 (*vide* Question 5331) - - - - 467

Population; Expenditure from 1845–6 to 1867–8 inclusive (*vide* Question 5346) - - 468

Estimate of Weekly Cost of Patients in Lunatic Asylum, 10th May 1869 (*vide* Question 5383) - - - - - - - - - - - - - - - - 468

Excerpt Report (*vide* Question 5436) - - - - - - - - - - - 469

Classification of Premises for Assessment for Poor Rates in Paisley (*vide* Question 5502) 471

Expenses for Collection of Assessments for Five Years, from 15 May 1863 - - 471

Statement for the Years 1857–58 and 1867–68, showing the Assessable Rental and the Proportions thereof; Heritage and Occupancy respectively, on which the Poor's Assessment was actually paid; the Proportions unpaid - - - - - - - 472

Statement showing, from 1845 to 1868, Gross Rent, Valuation, Assessment Imposed, Yearly Rates per £. on Heritage and Occupancy, with the Gross Amounts Levied from each (*vide* Question 5508) - - - - - - - - - - - - - 473

Comparative Statement of Cost of Management from May 1863 to May 1868 in the Parishes of Edinburgh, St. Cuthbert's, Glasgow, Barony, Govan, and Paisley, showing the Gross Cost of Management and Rate per Cent. thereof on Gross Expenditure (*vide* Question 5659) - - - - - - - - - - - - - - 474

Comparative Statement of Cost of Management from May 1863 to May 1868 in the Parishes of Edinburgh, St. Cuthbert's, Glasgow, Barony, Govan, and Paisley, showing the Average Cost per head of Registered and Casual Poor and their Dependants, who were chargeable during each year (*vide* Question 5659) - - - - - - - 474

Comparative Statement betwixt City and Urban and Rural Parishes in the County of Lanark, showing the combined Population of each separately, the Number of Registered Poor relieved during the Year, and the relative Expenditure (*vide* Question 5671) - - - - - - - - - - - - - - - - 475

Appendix, No. 11.

Paper handed in by Mr. Gray, 25 June 1869:

Report on Mortifications, Wholly or in Part, under the Management of the Kirk Session of Ayr - - - - - - - - - - - - - - - - 476

Appendix.—List of Annuitants on Smith and Dick's Charities, as at Martinmas, 1865 478

Appendix, No. 12.

Paper delivered in by Mr. Watson, 22 June 1869:

Table showing the Annual Increase in the Assessable Value of Real Property in Scotland as assessed for the Property Tax from 1847–8 till 1865–6, as compared with the Increase in the Cost of Pauperism, showing that while the Cost of Pauperism has increased 49½ per Cent., Real Property has increased during the same Period 61 per Cent. - - - - - - - - - - - - - - - - 479

Appendix, No. 13.

Paper put in by Mr. Robert Ballingal, 25 June 1869:

Table by Robert Ballingal, Islay, Argyleshire, showing Population, Pauperism, Cost of Poor in Scotland, and in Three Highland Counties, and each Island in the Hebrides; also the Cost per Head and Proportion of Poor to Population, as at May 1868 - - - - - - - - - - - - - - - - 480

Appendix, No. 14.

Paper handed in by Mr. Miller, 29 June 1869:

Page

Roll of Kilmallie Paupers, with their Allowances, and Abstract of Accounts, for the Year ended 14 May 1868 - - - - - - - - - - - - - 481

Account of Charge and Discharge, by James Miller, Inspector and Collector for the Parish of Kilmallie, for the Year ending 14 May 1868 - - - - - - - 484

Appendix, No. 15.

Paper handed in by Mr. Mackie, 29 June 1869:

Correspondence between the Board of Supervision and Wick Parochial Board, in re Widow Alexander Sinclair, 1868–9 - - - - - - - - - - - 485

Appendix, No. 16.

Papers handed in by Mr. John Mackie, 2 July 1869:

Expenditure of Parishes having Poorhouses in 1854 and 1868, as obtained from Reports of Board of Supervision - - - - - - - - - - - - - 489

Law Expenses and Management - - - - - - - - - - - - 490

Wick Poor—Natives of other Parishes (taken from Parochial Board's Books) - - 491

Lunatics in Asylum - - - - - - - - - - - - - - - 492

Wick Parochial Board.—Abstract of Applications for Relief for one Year (1863), as taken from Application Book - - - - - - - - - - - - 493

Abstract of Paupers Relieved, Expenditure in Law and Management, and Total Outlay for Ten Years preceding 1869 - - - - - - - - - - - 494

Pauperism in Caithness.—Account of Paupers Relieved and Sums Expended on the several Parishes, taken from Board of Supervision Reports - - - - - - 495

Pauperism in the Northern Counties.—Progress of Expenditure in the Five Northern Counties of Scotland during the Eleven Years preceding 1868, as collated from Returns of Board of Supervision, excluding Expenditure on Poor-house Buildings - 496

Lunacy in the Northern Counties - - - - - - - - - - - - 496

Appendix, No. 1.

ABSTRACT of POOR, and EXPENDITURE thereon, in the City Parish of *Edinburgh* for the Years from 1845 to 1868.

YEAR to 30th September.	Population.	Registered Poor during Year.	Casual Poor during the Year.	Expended on Out-door Relief.	Expended on Relief to Lunatics.	Expended on Relief in Poorhouse.	Expended on Relief to Casual Poor.	Expended on Medical Relief.	Expended on Management.	Law Expenses.	TOTAL.	REMARKS.
				£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	
1846 - - -	56,330	2,090	1,370	9,307 18 –	1,248 13 –	4,885 18 7	No separate account kept for what are now casual poor. Those to whom the board gave relief for short periods were so classed.	224 13 10	2,284 17 11½	331 16 5	18,083 17 9½	Down to 1851, the cost of the fatuous included in the poor-house charge.
1847 - - -	„	2,101	2,457	13,625 19 11	1,276 16 9	5,356 13 –		816 6 7	2,794 3 9	161 16 1	24,031 16 1	
1848 - - -	„	7,217	1,263	13,985 4 10¾	1,603 13 7	5,044 1 5		1,529 9 1½	3,764 2 8½	455 7 1	26,381 18 9	Expenditure high these two years in consequence of an outbreak of cholera.
1849 - - -	„	6,203	2,658	12,677 17 8½	1,184 17 9	5,092 14 6¾		1,769 17 7¼	4,271 2 11½	241 2 7	25,237 13 2	
1850 - - -	„	4,867	1,220	9,929 4 6¾	1,021 13 7	4,725 3 1¼		674 2 6	3,812 9 5	814 3 3½	20,976 16 5½	
From September 1850 to 1851 omitted.												
Year to 14th May												
1852 - - -	„	3,035	2,645	8,759 – 6	1,751 5 5¾	3,153 6 11	524 4 1½	612 7 1½	3,019 12 8½	923 5 11½	18,743 2 9¼	
1853 - - -	66,734	2,931	2,426	9,137 7 11*	1,805 4 11¾	2,497 15 7½	1,363 18 5	599 11 6¾	3,200 2 4	914 14 7	19,518 5 2	
1854 - - -	„	2,366	2,114	9,840 14 1½	2,257 11 5¾	3,000 6 1¼	1,314 3 4½	1,201 13 3½	3,194 8 8¼	- - -	20,808 17 -¾	
1855 - - -	„	2,720	1,310	10,768 6 -*	2,851 3 7	3,806 19 4	1,161 12 11	1,589 15 6	3,399 15 9	349 16 8½	23,927 9 9½	
1856 - - -	„	2,927	1,061	11,044 2 10½	2,831 6 4	3,769 18 9¼	1,272 1 6	882 17 10	3,228 13 5¼	- - -	23,029 – 9	
1857 - - -	„	2,841	973	11,942 8 3	2,873 14 1¾	3,805 6 3	1,053 2 10	775 3 7¼	3,830 9 -¾	272 2 11	24,552 7 -¾	
1858 - - -	„	2,901	1,004	12,124 9 10¾	2,850 1 6½	3,593 10 2½	792 2 10	840 18 8¼	3,661 4 4	423 5 7	24,222 13 1	Prior to 1859, only the loss on litigation was reported.
1859 - - -	„	3,029	965	12,654 14 9*	2,787 2 6¼	3,351 18 4¼	868 1 6	849 2 8½	3,846 17 5¾	476 8 7	24,814 5 11	
1860 - - -	„	3,242	1,049	13,334 14 2	3,292 16 9¼	3,608 – -¼	862 1 1	820 – 10½	3,026 8 6¾	523 17 6	25,467 18 11¾	
1861 - - -	„	2,950	1,288	12,082 12 8	3,390 18 11½	3,708 8 9½	680 11 4½	783 2 11	3,441 16 5½	451 7 11	24,538 19 1	
1862 - - -	66,429	2,864	1,448	11,165 10 -½	3,504 18 1¼	3,934 1 6	1,003 17 4½	753 9 2½	3,527 16 6	293 6 10	24,182 19 6¾	
1863 - - -	„	2,753	2,390	11,853 10 5	3,721 8 5½	3,656 1 3	824 – 2	867 5 7	3,418 7 2½	245 12 11½	24,586 6 -½	
1864 - - -	„	2,784	2,653	12,171 4 2	3,583 11 1¼	3,407 12 7¼	1,101 2 11	983 15 2½	3,455 3 4	428 7 1	25,130 16 5	
1865 - - -	„	2,836	2,881	12,662 10 1½	3,557 3 7¾	3,889 17 7½	1,232 17 2½	885 17 6½	3,615 18 11½	290 19 3	26,145 4 4¾	
1866 - - -	„	2,756	3,045	12,589 19 9½	2,768 8 –	4,740 9 4½	1,192 2 7½	1,053 18 9	3,793 5 –	472 1 11	26,610 5 5½	
1867 - - -	„	2,561	3,447	12,630 14 7	3,317 5 8½	5,180 18 11	1,244 9 8	842 8 6½	3,690 9 8¾	124 3 10	27,030 11 11¾	
1868 - - -	„	2,249	3,194	12,912 14 5	2,998 8 4	5,472 13 -½	1,712 11 8½	870 16 4	3,634 2 -½	231 18 9	27,833 5 7½	

Note.—The casual poor consists of parties relieved by the inspector prior to his report to the Parochial Board, and those whose settlements are undetermined. After being reported to the board, if relief is continued they are classed as registered, and hence in parishes where the boards meet seldom, the number of casual may be large, while in parishes where the board meets often they will be proportionately small. In this parish the board meets for relief once a week, while in Glasgow the board meets daily, so that in that parish there are none but urgent cases fall to be relieved by the Inspector.

Appendix, No. 2. - - - - - -

RETURN of the Number of Registered Poor and of Casual Poor, and o

YEAR.	Number of Registerd Poor.	Their Dependants.	Increase on Year of Registered Poor.	Decrease on Year of Registered Poor.	Number of Casual Poor.	Their Dependants.	Increase on Year of Casual Poor.	Decrease on Year of Casual Poor.	Amount Expended on the Relief and Management of the Poor.	Increase on Year.	Decrease on Year.
									£. s. d.	£. s. d.	£. s. d.
1846	69,432	–	–	–	26,894	–	–	–	295,232 8 1	- -	- -
1847	85,971	–	16,539	–	60,399	–	33,505	–	433,915 9 6¼	138,683 1 5¼	- -
1848	100,961	–	14,990	–	126,684	–	66,285	–	533,362 15 6¾	99,447 6 –½	- -
1849	106,434	–	5,473	–	95,686	–	–	30,998	562,268 5 9	28,905 10 2¼	- -
1850	101,454	–	–	4,980	53,070	–	–	42,616	534,353 7 3½	- -	27,914 18 5½
1851	99,777	–	–	1,677	42,093	–	–	10,977	513,329 6 2½	- -	21,024 1 1
1852	99,637	–	–	140	46,031	–	3,938	–	514,288 14 6½	959 8 4	- -
1853	99,609	–	–	28	49,658	–	3,627	–	522,376 4 8¼	8,087 10 2¼	- -
1854	103,777	–	4,168	–	34,951	–	–	14,707	546,819 2 5¼	24,442 17 8½	- -
1855	100,560	40,569	–	2,217	42,863	28,781	7,912	–	584,823 14 5½	38,004 12 –¼	- -
1856	99,363	43,346	–	1,197	38,020	30,382	–	4,843	602,822 19 2½	17,999 4 9	- -
1857	98,632	45,251	–	731	36,533	29,630	–	1,487	607,972 11 7	- -	3,617 4 10¼
1858	99,617	45,629	985	–	44,847	38,235	8,314	–	622,634 9 9¾	14,661 18 2¾	- -
1859	97,809	47,770	–	1,808	37,789	30,111	–	7,058	641,115 7 1¼	18,480 17 3½	- -
1860	95,761	49,789	–	2,048	39,302	33,607	1,613	–	643,303 10 –¾	2,188 2 11½	- -
1861	97,340	51,911	1,579	–	42,848	36,670	3,546	–	657,953 15 8¾	14,650 5 8	- -
1862	98,922	56,239	1,582	–	52,221	46,554	9,373	–	680,699 13 11	22,745 18 2¼	- -
1863	99,695	58,864	773	–	52,068	45,664	–	153	704,846 16 1½	24,147 2 2½	- -
1864	101,636	59,648	1,941	–	50,186	45,225	–	1,882	723,143 18 3½	18,297 2 2	- -
1865	99,556	60,792	–	2,080	47,227	44,003	–	2,959	731,854 5 2¼	8,710 6 11	- -
1866	97,166	60,592	–	2,390	44,093	40,361	–	3,134	739,314 19 11½	7,460 14 9	- -
1867	100,756	63,648	3,590	–	48,519	42,657	4,426	–	757,211 16 5	17,896 15 7½	- -
1868	104,541	69,205	3,785	–	53,831	47,502	5,312	–	795,483 5 2½	38,271 8 9½	- -

Appendix, No. 2.

...s expended on their RELIEF, &c., in each Year from 1846 to 1868, inclusive.

Relief of Registered Poor.	Sums Expended on Relief of Casual Poor.	Sums Expended on Medical Relief.	Sums Expended on Management.	Sums Expended on Law Expenses.	Total of those Sums as before.	Sums Expended on Buildings and General Sanitary Measures.	GROSS TOTAL.
£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
42 17 1¾	24,633 9 3	4,055 17 7¾	17,454 13 1½	2,545 10 11	295,232 8 1	—	—
515 7 9¼	36,340 – 1¾	12,879 9 6½	43,158 – 9¾	5,022 11 3	433,915 9 6¼	—	—
585 15 2¼	53,384 7 7¼	30,339 12 5	42,033 13 4½	5,719 6 11¾	533,362 15 6¾	10,971 12 –	544,334 7 6¾
162 16 4¾	51,470 5 10½	33,010 12 11½	51,804 18 6¾	8,519 11 11½	562,268 5 9	14,775 16 7¼	577,044 2 4¼
580 9 11¾	31,556 18 9¾	26,574 7 –¾	50,881 8 9¼	10,660 2 8	534,353 7 3½	47,199 17 –	581,553 4 3½
218 14 3¾	25,917 13 5¾	20,311 1 9¾	52,009 4 1¾	10,872 12 5¼	513,329 6 2¼	22,614 7 4	535,943 13 6½
054 3 11¼	25,986 16 7½	21,436 6 9	51,644 18 10¼	13,266 8 4½	514,288 14 6½	21,579 15 4	535,868 9 10½
135 8 11¼	24,114 5 8¾	21,737 6 8¾	52,352 6 11	13,036 16 5	522,376 4 8¾	22,176 15 –¼	544,552 19 9
708 1 4¾	24,386 16 10¾	27,874 17 1¾	56,068 13 3½	9,780 13 8½	546,819 2 5¼	32,109 8 7¼	578,928 11 –½
243 11 3½	27,356 5 5	27,166 7 –½	58,767 9 10½	10,290 – 10	584,823 14 5½	26,961 2 9½	611,784 17 3
589 14 3½	22,188 15 11¼	24,008 2 4	61,462 3 7¾	8,474 3 –	602,822 19 2½	26,525 11 11¾	629,348 11 2¼
118 5 3½	20,869 15 5¼	24,205 1 3½	63,142 3 11¼	7,637 5 7½	607,972 11 7	28,399 13 2½	636,372 4 9¾
297 15 8¾	27,915 – 2½	24,948 17 9¼	66,307 – 10¼	7,165 15 3	622,634 9 9¾	18,066 5 3½	640,700 15 1¼
751 4 8½	25,752 5 9¾	25,691 12 3½	67,166 12 11	9,753 11 4½	641,115 7 1¼	16,250 10 8½	657,365 17 9¾
546 18 8¾	22,218 8 1½	26,738 14 11	67,048 19 1	8,750 9 2½	643,303 10 –¾	19,973 10 5	663,277 – 5¾
233 15 11¼	24,118 12 7¾	26,908 13 6¾	67,717 3 10¾	7,975 9 8¼	657,953 15 8¾	25,948 1 4	683,901 17 –¾
862 3 9	27,730 6 11	27,622 13 7	71,275 11 10	8,208 17 10	680,699 13 11	38,617 11 6	719,317 5 5
211 7 7	25,921 13 4½	28,626 12 7¾	77,916 16 3¼	9,170 6 3	704,846 16 1½	31,181 1 4½	736,027 17 6
,584 11 5	26,936 7 6½	30,601 3 9	81,738 2 2½	8,283 13 4½	723,143 18 3½	46,885 16 6	770,029 14 9½
,467 19 8½	25,741 3 9	31,399 11 9	84,257 8 5	11,988 1 7	731,854 5 2½	46,419 16 1¼	778,274 1 3¾
,274 6 2½	24,639 4 8	31,687 11 11	85,660 3 11	7,053 13 3	739,314 19 11½	43,812 8 7	783,127 8 6½
,687 – 11	28,007 4 11½	31,587 3 9	90,328 6 10½	8,601 19 11	757,211 16 5	50,419 9 1½	807,631 5 6½
,127 14 10½	29,058 5 3	32,858 7 3	94,452 3 6½	5,986 14 3½	795,483 5 2½	67,719 3 5¼	863,202 8 7¾

Appendix, No. 3.

PAPERS handed in by the Right Hon. Sir *John McNeill*, 20th April 1869.

TABLE showing the Number of REGISTERED POOR and their Dependants receiving RELIEF in *Scotla* on the 14th May in each Year, from 14th May 1846 to 14th May 1859, with the Ratio per Cent. of su Poor to the Estimated Population; also the Number of CASUAL POOR and of their Dependants, and t Total Number of POOR of all Classes receiving Relief on the 14th May in each Year, with the Numb per Cent. of the Population receiving Relief; also, the Average of each Column for the Ten Years fro 14th May 1849 to 14th May 1859, and for the Nine Years from 14th May 1860 to 14th May 1868; a the same for the Four Principal Highland Counties alone.

YEAR.	Estimated Population of Scotland.	Poor on the Roll or Registered.	Dependants of such Poor.	Total Poor on the Roll, and Dependants.	Ratio per Cent. to Population.	Adult Casual Poor.	Dependants of such Poor.	Total Casual Poor and Dependants.	General Total of all Classes receiving Relief.	Ratio per Cent to Populatio
1847 - -	2,781,318	74,161	31,849	106,010	3·811	—	—	—	—	—
1848 - -	2,808,174	77,730	34,547	112,277	3·997	—	—	—	—	—
1849 - -	2,835,030	82,357	36,603	118,960	4·196	—	—	—	—	—
1850 - -	2,861,886	79,031	35,124	114,155	3·988	4,267	3,308	7,575	121,730	4·256
1851 - -	2,888,742	76,906	34,180	113,086	3·914	5,257	4,073	9,330	122,416	4·237
1852 - -	2,906,097	75,111	33,382	108,493	3·733	5,182	4,018	9,200	117,693	4·049
1853 - -	2,923,452	75,437	33,527	108,964	3·727	4,828	3,743	8,571	117,535	4·020
1854 - -	2,940,807	78,029	34,679	112,708	3·832	4,460	3,458	7,918	120,626	4·101
1855 - -	2,958,162	79,887	34,187	114,074	3·856	4,335	3,361	7,696	121,770	4·116
1856 - -	2,975,517	79,973	35,125	115,098	3·868	3,617	2,807	6,424	121,522	4·084
1857 - -	2,992,872	79,217	35,008	114,225	3·816	3,005	2,339	5,344	119,569	3·995
1858 - -	3,010,227	79,199	36,845	116,044	3·854	3,992	3,155	7,147	123,191	4·092
1859 - -	3,027,582	78,501	37,559	116,060	3·833	3,353	2,600	5,953	122,013	4·030
Average for 10 Years.	2,948,534	78,129	34,961	113,290	3·842	4,249	3,286	7,545	120,806	4·098
1860 - -	3,044,937	77,306	36,903	114,209	3·758	3,611	3,086	6,697	120,906	3·970
1861 - -	3,062,294	78,433	38,680	117,113	3·824	3,891	3,187	7,078	124,191	4·055
1862 - -	3,079,649	78,724	40,204	118,928	3·861	3,730	3,661	7,391	126,319	4·101
1863 - -	3,097,004	78,717	41,567	120,284	3·883	3,664	3,612	7,276	127,560	4·118
1864 - -	3,114,359	78,682	42,023	120,705	3·875	3,492	3,517	7,009	127,714	4·100
1865 - -	3,131,714	77,895	43,499	121,394	3·876	3,534	3,415	6,949	128,343	4·098
1866 - -	3,149,069	76,229	43,379	119,608	3·798	3,242	3,192	6,434	126,042	4·002
1867 - -	3,166,424	76,737	44,432	121,169	3·826	3,576	3,616	7,192	128,361	4·053
1868 - -	3,183,779	80,032	48,944	128,976	4·051	3,592	3,668	7,260	136,236	4·278
Average for 9 Years.	3,114,358	78,083	42,181	120,265	3·861	3,592	3,439	7,031	127,296	4·086

Note.—From this Return it appears that, excluding the year ended 14th May 1868, which is exceptional, there has been no increase pauperism in Scotland during the last 20 years, and that, including the exceptional year referred to, the number per cent. of the population of all classe in receipt of relief was a fraction less for the last nine years (1860–68 inclusive) than for the 10 preceding years 1850–59.

the RELIEF and MANAGEMENT of the POOR; the Rate of that Expenditure per Cent. of the Annual Value of PROPERTY, and the Rate per Head of the Estimated Population; the Amount charged under each Head of Expenditure, and the Ratio of that Amount per Cent. of the Total Expenditure; also, the Average of each Column for the Ten Years from 14th May 1849 to 14th May 1859, and for the Nine Years from 14th May 1860 to 14th May 1868.

YEAR.	Estimated Annual Value of Lands and Heritages in Scotland.	Total Expended on Relief and Management of Poor.	Per Cent. of Annual Value.	Rate per Head of Estimated Population Expended.	Relief of Registered and Casual Poor.	Per Cent. of Total Expended.	Medical Relief to Poor.	Per Cent. of Total Expended.	Buildings for Poor.	Per Cent. of Total Expended.	General Sanitary Measures.	Per Cent. of Total Expended.	Management, including Salaries *not* Medical.	Per Cent. of Total Expended.	Law Expenses including Litigation.	Per Cent. of Total Expended.
	£.	£.		s. d.	£.		£.						£,		£.	
1846 - -	9,870,058	295,232	2·991	2 0·62	271,176	91·851	4,055	1·373	- -	- -	- -	- -	17,454	5·234	2,545	0·862
1847 - -	10,053,146	433,915	4·316	3 1·44	372,855	85·928	12,879	2·968	- -	- -	- -	- -	43,158	9·946	5,022	1·157
1848 - -	10,236,234	544,344	5·317	3 10 52	455,270	81·915	30,339	5·573	10·971	2·015	- -	- -	42,033	7·721	5,719	1·050
1849 - -	10,419,322	577,044	5·537	4 0·84	468,933	89·756	33,010	5·720	14·775	2·560	- -	- -	51,804	8·976	8,519	1·476
1850 - -	10,602,410	581,553	5·485	4 0·76	446,237	76·731	26,574	4·569	42,814	7·362	4,385	0·754	50,881	8·749	10,660	1·833
1851 - -	10,785,498	535,943	4·969	3 8·52	430,136	80·257	20,311	3·792	21,576	4·025	1,038	0·193	52,009	9·704	10,872	2·028
1852 - -	10,968,586	535,868	4·885	3 8·11	427,941	79·859	21,436	4·000	21,186	3·953	393	0·073	51,644	9·637	13,266	2·474
1853 - -	11,151,674	544,553	4·883	3 8·41	435,249	79·927	21,737	3·991	21,644	3·972	532	0·097	52,352	9·613	13,036	2·412
1854 - -	11,334,762	578,928	5·107	3 6·74	453,094	78·264	27,874	4·814	25,850	4·465	6,256	1·081	56,068	9·684	9,780	1·689
1855 - -	11,517,850	611,784	5·311	4 1·05	488,599	79·861	27,166	4·440	20,605	3·204	6,355	1·038	58,767	9·605	10,290	1·681
1856 - -	11,700,935	629,348	5·378	4 1·96	508,878	80·857	24,008	3·814	24,847	3·948	1,677	0·266	61,462	9·766	8,474	1·346
1857 - -	12,096,130	636,372	5·260	4 2·06	512,988	80·611	24,205	3·803	27,277	4·286	1,122	0·176	63,142	9·922	7,637	1·200
1858 - -	12,491,325	640,700	5·129	4 1·97	524,212	81·818	24,948	3·892	18,066	2·811	- -	- -	66,307	10·347	7,165	1·118
1859 - -	12,886,522	657,366	5·101	4 2·83	538,503	81·919	25,691	3·908	16,250	2·472	- -	- -	67,166	10,217	9,753	1·483
Average for 10 Years	11,553,569	595,241	5·150	3 11·64	476,583	80·010	24,395	4·102	24,011	4·049	- -	- -	57,979	9·724	10,093	1·726
1860 - -	13,281,717	663,277	4·993	4 4·27	540,765	81·529	26,739	4·031	19,974	3·011	- -	- -	67,049	10·108	8.750	1-319
1861 - -	13,676,912	683,902	5·000	4 5·59	555,352	81·203	26,909	3·934	25,945	3·647	- -	- -	67,717	9 901	7,975	1·166
1862 - -	14,072,107	719,317	5·111	4 8·05	573,593	76·960	27,623	3·840	38,618	5·368	- -	- -	71,276	9 908	8,209	1·141
1863 - -	14,467,302	736,028	5·087	4 9 03	589,133	80·042	28,627	3·889	31,181	4·222	- -	- -	77,917	10·586	9,170	1·245
1864 - -	14,862,497	770,030	5·181	4 11·34	602,521	78·246	30,601	3·974	46,886	6·088	- -	- -	81,738	10·614	8,284	1·075
1865 - -	15,275,692	778,274	5·094	4 11·64	604,209	77·634	31,400	4·034	46,420	5·964	- -	- -	84,257	10·826	11,988	1-540
1866 - -	15,652,887	783,127	5·003	4 11·68	614,914	78·521	31,688	4·046	43,812	5·566	- -	- -	85,660	10·938	7,054	0·900
1867 - -	16,048,082	807,631	5·033	5 1·21	626,694	77·596	31,587	3·911	50,419	6·242	- -	- -	90,328	11·184	8,602	1·065
1868 - -	16,443,277	863,202	5·249	5 5·06	626,186	72·542	32,858	3·806	67,719	7·845	- -	- -	94,452	10·942	5,987	0·693
Average of 9 Years -	14,864,497	756,087	5·083	4 9·76	592,596	78·252	29,781	3·940	41,219	5·328	- -	- -	80,043	10·556	8,446	1·127

Note.—From this return it appears that the rate per cent. of the estimated annual value of lands and heritages in Scotland expended on the relief and management of the poor is, on the average, a fraction less for the last nine years (1860–68) than for the preceding ten years (1850–59).

Appendix, No. 4.

App. No. 4.

PAPER handed in by Sir *John McNeill*, 20 April 1869.

MEMORANDUM of Facts respecting the Proposal to change the Area of Management and Settlement of the Poor, and of Rateability therefor, in *Scotland*.

(Prepared by a Committee of the Commissioners of Supply for the County of Edinburgh.)

It is understood that the proposal of the deputation which waited on the Lord Advocate upon the 14th instant was, that the area of poor law management, settlement, and rating in Scotland, should be extended from parishes to counties.

The grounds upon which this proposal appears to be rested are—

1. That the town parishes are at present unduly burdened with paupers, who ought to be maintained by country parishes.

2. That the cost of management under the present system is excessive.

3. That the proposal of county areas is in accordance with the English system under the "Union Chargeability Act, 1865."

Upon examination, all these grounds will be found to be untenable.

1. It is the reverse of the fact that the town parishes are burdened with a number of paupers in excess of the burden borne by the rural parishes. The statistics furnished by the parishes themselves, and published in the Annual Reports of the Board of Supervision, prove this.

The eight principal towns from which the Registrar General of Scotland takes his statistics, comprise the parishes of Aberdeen and Old Machar, Dundee and Liff and Benvie, Greenock, Paisley and Abbey, Perth, the five parishes of Edinburgh and Leith, and the four parishes of Glasgow—17 parishes in all—and they contain a population of 950,048. The number of registered poor and their dependants receiving relief from these parishes on the 14th of May, in each of the last four years, and the per-centage of pauperism to population, was as follows:—

Year.	Poor.	Per-Centage.
1863 - - - -	32,616	3·42
1864 - - - -	33,261	3·50
1865 - - - -	33,532	3·52
1866 - - - -	31,848	3·35
Average - - -	32,814	3·44

The

App. No. 4.

The population of all the remaining parishes in Scotland is 2,112,246, and the following is a similar statement of the number of poor supported by them at the same periods:—

Year.	Poor.	Per-Centage.
1863 - - - -	87,668	4·15
1864 - - - -	87,444	4·13
1865 - - - -	87,862	4·11
1866 - - - -	87,760	4·15
Average - - -	87,683	4·13

From the above statement it will be seen that the number of poor with whom the principal town parishes in Scotland are burdened is actually smaller in proportion to their population than the number supported by the country parishes.

The average excess of pauperism in the other parishes in Scotland, as compared with these 17 town parishes, is 0·69 per cent, or 69 per 10,000 of population. To equalize the proportion of pauperism, therefore, it would be necessary to add 6,555 paupers to the average annual number in those 17 town parishes.

2. The cost of poor law management in Scotland bears a favourable comparison with the cost of management in England, as the following Table, extracted from the last published Report of the Poor Law Board (18th Annual Report, App. p. 71) will show:—

Expended for Relief of the Poor.

Years ended at Lady-Day (25 March)	(*a*) In-Maintenance.	(*b*) Out-Relief.	(*c*) Maintenance of Lunatics in Asylum or Licensed House.	(*d*) Workhouse Loan Repaid, and Interest thereon.	(*e*) Salaries of Officers, including Sums Repaid by Her Majesty's Treasury.	(*f*) Other Expenses of or immediately connected with Relief.	Total.
	£.	£.	£.	£.	£.	£.	£.
1863 - - -	1,127,142	3,574,136	501,368	176,165	679,480	468,745	6,527,036
1864 - - -	1,095,814	3,466,392	524,166	177,247	696,098	463,664	6,423,381
1865 - - -	1,111,478	3,258,813	535,115	175,242	706,529	477,789	6,264,966

Costs of proceedings at law, or in equity, are not included in relief of the poor; and medical relief is charged separately, and is not included in the above. The charges in the two columns (*e*) and (*f*) correspond very closely with the charge in the Returns of the Board of Supervision under the single head of "Management."

In 1863 "Management" in England thus cost 1,148,225 *l.*, or 17·59 per cent. of the total expenditure; in 1864 it cost 1,159,762 *l.*, or 18·05 per cent.; and in 1865 it cost 1,184,318 *l.*, or 18·90 per cent. of the total expended for relief of the poor. In 1865 the salaries of the officers alone came to 706,529 *l.*, or 11·27 per cent. of the total.

In 1863 "Management" in Scotland cost 77,916 *l.*, or 11·05 per cent. of the total expenditure; in 1864 it cost 81,738 *l.*, or 11·03 per cent.; and in 1865 it cost 84,257 *l.*, or 11·38 per cent. of the total expended for the relief and management of the poor. The salaries of the officers in England came to 11·27 per cent. in the year 1865, being more than the average rate for the salaries of officers and all other charges under the head of "Management" in Scotland for the three years 1863-4-5. The average of those years in England was 18·18 per cent., and in Scotland 11·15 per cent.; the difference being 7·03 per cent.

3. The object and effect of the "Union Chargeability Act, 1865," are thus described by the Poor Law Board in their Annual Report for the year 1865-6, page 21.

"Under the provisions of this Act some parishes which, from peculiar circumstances, had escaped the burden of relief of the poor, and extra-parochial places which had hitherto been exempted from it, will incur some additional pecuniary liability; but there can be little doubt that all places comprised in one union, and having such mutual interests as their mutual vicinity to each other must create, may properly be required to bear in common the relief of those who become destitute within its limits; and we trust that whilst it will lead to an improved and uniform management of the poor, it will also be found no less beneficial to the labouring class, and the owners and occupiers of property."

App. No. 4.

In Scotland no similar state of matters exists. There are no parishes or extra-parochial places which escape all share of the burden of supporting the poor. The evil referred to by the Poor Law Board not having arisen in Scotland, the remedy required in England is not applicable in this country.

Moreover, a system of county areas in Scotland would not be at all in accordance with the English system.

England and Wales are divided into 665 districts for poor law purposes, and the population of the whole is 20,066,224, which gives an average population to each poor law district of 30,174. The population of Scotland is 3,062,294; and if it were divided into poor law districts, with an average population of 30,174 in each, as in England, the number of such districts would be 101, and not 32 as proposed.

Population, however, is not the only principle considered in the formation of the English districts. The extent of superficial area is also kept in view.

England and Wales contain 58,320 square miles, and the average extent of the 655 English poor law districts is 89 square miles. Scotland contains 30,865 square miles; and a division into districts containing the same average of 89 square miles for each district, would require the creation of not 32, but 346 such districts.

A division of Scotland into 32 unions, as has been proposed, would give to each union an average population of 95,696, and an average area of 964 square miles.

It may be further remarked, that the 655 poor law districts are not all unions formed by the Poor Law Board. Some of them are single parishes or incorporations, either under Gilbert's Act, or under local Acts. *See* House of Commons Returns, 17th July 1866; Sessional Paper, No. 442 (C. I.) The total number of unions *proper*, in England and Wales (*i. e.*, unions of parishes formed by the Poor Law Board, to which the compulsory provisions of the "Union Chargeability Act, 1865," apply), is 595. Of these only 17 include populations above 100,000, and 69 have populations under 10,000. The average population of each of the 595 unions formed by the Poor Law Board is only 27,031. The union in England and Wales, with the largest population, is that of Chorlton, in the immediate vicinity of Manchester. It has a population of 165,579, but the area of that union is only 18 square miles.

The population of the county of Edinburgh is 274,000, and its area is 397 square miles.

It thus appears that the grouping of parishes into unions has been by no means indiscriminate in England, and that it bears no resemblance to the proposed system of a county rating in Scotland.

Edinburgh, 23 January 1867.

Appendix, No. 5.

PAPER handed in by Mr. *Fraser*.

App. No. 5.

CIRCULAR LETTER regarding the Classification of LANDS and HERITAGES for purposes of ASSESSMENT under the POOR LAW ACT.

Sir, Board of Supervision, Edinburgh, 10 December 1868.

I AM directed by the Board of Supervision to transmit, for the information of the Parochial Board, the following explanatory remarks upon the subject of classification of lands and heritages for purposes of assessment.

By the 36th section of the Poor Law Amendment Act, 8 and 9 Vict. c. 83, Parochial Boards are empowered to classify lands and heritages, with the sanction of the Board of Supervision, for the purpose of assessment. The enactment is in the following terms:—

"That where the one-half of any assessment is imposed on the owners, and the other half on the tenants or occupants of lands and heritages, it shall be lawful for the Parochial Board, with the concurrence of the Board of Supervision, to determine and direct that the lands and heritages may be distinguished into two or more separate classes, according to the purposes for which such lands are used and occupied, and to fix such rate of assessment upon the tenants or occupants of each class respectively, as to such Boards may seem just and equitable."

In virtue of this enactment, a system of classification is now in operation in 172 parishes in Scotland. As the principle upon which classification rests comes to be better understood, it is gradually making its way in those parishes where the adoption of this system is "just and equitable."

The Board have endeavoured, in considering the proposals from time to time submitted to them by Parochial Boards, to adjust such a scheme of classification as seemed, upon fair and equitable grounds, to be suitable to the case before them, and they have frequently explained, both by correspondence and by personal interviews with deputations, the reasons which have guided their determinations upon this subject.

The system has now been in operation for 23 years, and the Board have frequently before them applications from parishes in which classification is proposed to be adopted for the first time, and also applications for such changes of the mode of classification as experience has shown to be necessary or expedient.

It may be proper, therefore, with a view to the future action of Parochial Boards in this matter, that the Board should, in the present form, state generally the principles upon which they have proceeded in disposing of proposed schemes of classification.

Assessment for the relief of the poor was originally established on the equitable principle, that every one should contribute in proportion to his income, and that principle has never been abandoned. But as trade and commerce have extended, and social relations have become more complicated, it has been found difficult to ascertain the amount of each man's income, and the inquisition required to effect that object was unpopular. Attempts were therefore made to devise the means of maintaining the principle, without the necesssity of having recourse to an inquisition into each man's affairs. It was assumed that, as a general rule, men occupied dwelling-houses at rents proportioned to their income, and that an assessment on the annual value of houses would therefore be approximately an assessment proportioned to their means. A man whose dwelling-house was of the annual value of 100 *l.*, would thus be required to contribute ten times as much as the man who lived in a house worth only 10 *l.* a year. It was found, however, that this rough and ready measure of men's means was very imperfect, and that where "Lands and Heritages" were occupied for different purposes, the income of the occupant varied with reference to the purposes for which the "Lands and Heritages" were occupied. A farmer who paid 100 *l.* a year for his farm could not be supposed to have an income equal to that of a man who paid a rent of 100 *l.* a year for his dwelling house; and if the principle that everyone should be required to contribute in proportion to his income was not to be lost sight of, it was obviously necessary that facilities should be afforded for imposing different rates with reference to the different amounts of means represented by the different kinds of occupancies. Accordingly, in the Act of 1845 it was provided (sect. 36) that it should be lawful to distinguish lands and heritages nto two or more separate classes, according to the purposes for which such lands are used and occupied, and to fix such rate of assessment upon the tenants and occupants of each class respectively as may seem just and equitable. It was thus made lawful to vary the rate with reference to the presumed income of the different classes of occupants. The Act of 1861,

App. No. 5.

which abolished direct assessment on means and substance, has given increased importance to the equitable exercise of this power of classification.

Occasions for the exercise of the power arise chiefly in the case of parishes partly urban and partly rural, and of rural parishes containing villages inhabited by a manufacturing population.

Let it be supposed that in such a case the rate is to be assessed upon tenants and occupants of dwelling-houses, of tenements occupied as shops or for manufacturing purposes, and of lands occupied as purely agricultural subjects; then the Board have frequently approved of a classification assessing the occupants of dwelling-houses at a full rate, or say 1 *s.* in the pound of their rental, the occupants of agricultural subjects at one-fourth of the full rate, or 3 *d.* per pound, and the occupants of shops or manufacturing premises at a half of the full rate, or at some intermediate rate.

This has occasionally been complained of as unjust to the occupants of dwelling-houses, particularly where they happen to be working men whose income consists of the wages of their labour, and who, by the supposed classification, are apparently more heavily burdened than the tenants of agricultural subjects.

It is easy to see, however, that the reverse is the case. Thus a farmer paying 100 *l.* a year of rent in Scotland is held by the Legislature, under the Income Tax Acts, to have a taxable income of only 33 *l.* 6 *s.* 8 *d.*, equal to one-third of his rent, yet at 3 *d.* in the pound he has to pay 25 *s.* of poor rates, while the working man with an income of 39 *l.*, living in a house the rent of which is probably not more than 5 *l.* per annum, and assessed at 1 *s.* in the pound, pays only 5 *s.* per annum of poor rates. The farmer, even if we suppose his income to be equal to that of the working man, would be paying five times as large an amount of poor rates. Or, take the case of a farmer paying a rent of 300 *l.* a year, whose income is held to be equal to one-third of his rent, or 100 *l.* a year, that is, a fraction less than three times the income of a working man earning 13 *s.* a week, and living in a house at a rent of 5 *l.* per annum; the farmer, assessed at 3 *d.* in the pound, would pay 3 *l.* 15 *s.* of poor rates, while the working man, assessed at 1 *s.* in the pound, would pay only 5 *s.* The farmer, with three times the amount of income, would pay 15 times the amount of poor rates. Even if it were supposed that the farmer's income were equal to his own rent, or 300 *l.* a year, which would be absurd, that income would only be nine times as great as the working man's at 13 *s.* a week and occupying a house at a rent of 5 *l.*; yet the farmer, assessed at 3 *d.* in the pound, would pay, not nine times but fifteen times the amount of poor rates which the working man, assessed at 1 *s.* in the pound, would be required to pay.

It is thus apparent that if there be any error in the supposed classification, it is an error against agricultural tenants rather than against the occupants of dwelling-houses; and indeed it may be said that the illustration given above proves too much, and shows that the proportion of the full rate which it lays upon the agricultural tenant, instead of being too small, is much too large.

There are other considerations, however, which may be fairly taken into view, and which seem to go far towards redressing any inequity arising from the disproportion. The income of the working man is more precarious than that of the agricultural tenant. It may be assumed also, in general, to be of smaller amount, and taxation of every kind presses more heavily upon the recipient of the smaller income. Some favour may therefore be shown to him in the adjustment of the classification, and the Board, consequently, have not insisted upon following out rigorously the exact proportion between the probable means of the party assessed and the rate of assessment. That proportion, however, is the principle of the system, and therefore, must be kept in view, subject to the modifications which have been suggested, in dealing with every scheme of classification.

Acting on these principles, the Board have approved of classifications whereby the tenants of dwelling-houses are made to pay the full rate assessed; tenants of shops, manufactories, railways, mines, and quarries, a less rate, but generally two-thirds of the rate paid on dwelling-houses; and tenants of agricultural subjects a fourth or a fifth (according to circumstances) of the rate paid on dwelling-houses. These exact proportions, however, are not held to be inflexible in every case that comes before the Board, and are now stated only as illustrations of the general principles which regulate the Board's decisions.

The Board may, in conclusion, remind the Parochial Board, that in framing a scheme of classification under the 36th section of the Statute, they should bear in mind that it is a totally different thing from, and quite irrespective of, the provisions of the 37th section relating to "Deductions." Whether classification is adopted in a parish or not, the rates can only be imposed upon net annual value, as ascertained by making the deductions from gross rental required by section 37.

I am, &c.

To the Inspector of Poor. (signed) *John Skelton*, Secretary.

Appendix, No. 6.

PAPER handed in by Mr. *Hay*.

REPORT by COMMITTEE of PAROCHIAL BOARD, appointed 8th December 1868, to consider the Basis of Assessment. App., No 6.

EXTRACT MINUTE of MEETING of the PAROCHIAL BOARD of *Montrose*, held the 8th day of December 1868:

Inter alia,

"On the suggestion of Provost Mitchell a Committee was appointed, Provost Mitchell to be convener, to consider as to whether the basis of assessment should not be counties intead of parishes, with power to correspond with other parishes, and to report."

Report by Committee appointed in December last to consider whether the basis of assessment for support of the poor should not be counties instead of parishes.

Your Committee beg to submit copy of a circular issued by the convener to the chairman of the several parochial boards of the county, as follows:—

"Sir, "Montrose, December 1868.

"Prefixed I beg to hand you extract minute of the Parochial Board of Montrose, and will feel very much obliged by your answers to the following queries.

"I am, &c.

(signed) "*William Mitchell.*

The Chairman of the Parochial Board of——

"1. Whether the assessment in your parish is voluntary or compulsory.
"2. What is the rate per pound on owner.
"3. What is the rate per pound on occupier.
"4. State the classification, if any.
"5. State the deduction from gross rental, if any.
"6. State whether you are of opinion that extending the area of assessment would lessen legal expenses in determining settlements.
"7. State whether, in your opinion, a county assessment would be a more equitable mode than the present of providing for the poor.
"8. State any other suggestion or information bearing on the subject that may occur to you; and this Board will willingly reciprocate, should you wish any information from us."

Your Committee have received in reply returns from 21 parishes, which have been tabulated, and are now produced.—(*See* Return No. 1.)

Your Committee further submit a return (*see* Return, No. 2), of the valuation of each parish in the county with the sum expended for support of the poor, showing the per-centage payable by each, from which it will be seen that the average per-centage of the county for support of the poor is 4 *l.* 4 *s.* 11 *d.*, while several town parishes pay from 6 *l.* to 9 *l.* per cent. The landward parishes pay from 1 *s.* 4 *d.* per cent. upwards.

Your Committee have very carefully considered the question remitted to them, but seeing that since the remit was made a Select Commission has been appointed to inquire into the whole working of the poor law in Scotland, and as the question of the enlargement of area of assessment will be one of the subjects of inquiry, they prefer waiting the result previous to expressing any decided opinion; but it will be seen from the tabulated Returns that the towns generally are in favour of a county basis, while the landward parishes are decidedly opposed thereto.

Your Committee would call attention to the tabulated form to show the erratic manner in which deductions are made from the gross rental, and would express their opinion that it would be better in all cases to levy the assessment on gross rental.

Your Committee have further to submit that a very general opinion has been expressed that the Board of Supervision should be constituted a Court of Record, with power to settle all questions arising under the poor law without farther appeal.

RETURN No. 1. - - - - - - - -

No.	PARISH.	Population.	Expenditure.	1. Whether Assessment Voluntary or Compulsory.	2. Rate per £. on Owner.	3. Rate per £. on Occupier.	4. Classification.
			£.		s. d.	s. d.	
1	Arbroath - - -	9,847	2,073	Compulsory	1 1	1 2	- - -
2	Brechin -	8,810	2,494	Compulsory	- 9¼	1 s. 1 d. after classification of rents.	Agricultural subjects, one-third; mills, bleach-fields, nurseries, quarries, market-gardens, railways, on two-thirds; all other properties on full rent.
3	Carmyllie - - -	1,286	322	Compulsory	- 5¾	- 5¾	None - - - -
4	Eassie - - - -	748	175	Voluntary -	- 2½	- 2½	None - - -
5	Edzell - - - -	1,025	357	Compulsory	- 8¼	- 8¼	None - - - -
6	Fearn - - - -	439	170	Compulsory	- 4½	- 4½	- - -
7	Forfar - - - -	10,838	2,157	Compulsory	- 9	- 10½	Agricultural tenants, 3½ d. per 1 l.; market-gardens and quarries, 7 d.
8	Glamis - - - -	1,980	501	Compulsory	- 4½	- 4½	None - - - -
9	Inverarity - - - -	961	201	Compulsory	- 2½	- 2½	None - - - -
10	Kingoldrum - - -	473	48	Voluntary -	Variable -	- nil - - -	None - - - -
11	Kirriemuir - - -	7,359	2,420	Compulsory	On land 10¾d., houses 9 d.	On land 7¼d., houses 1 s. 6 d.	Tenants of land pay in the proportion of 2, and of houses 5 per cent. on their rents.
12	Lethnot - - - -	446	141	Compulsory	- 6½	- 6½	None - - - -
13	Liff and Benvie - - -	24,108	3,388	Compulsory	- 9¼	1 1	Class 1., all land and heritages not in Classes II. and III.; Class II., quarries, fishings, and railways; Class III., lands and houses used for agricultural purposes.
14	Lochlee - - - -	495	263	Compulsory	1 3	1 3	- - -
15	Logie-Pert - - -	1,483	541	Compulsory	- 7	Dwelling - houses, 2 s., agricultural tenants 4 d. per £.	Farms one-sixth of dwelling-houses; mills, shops, railways, &c., take intermediate places.
16	Monifieth - - - -	5,052	1,122	Compulsory	- 4¾	Land 1½ d., houses, &c., 7½ d.	Class I., land for agricultural purposes; Class II. house property.
17	Montrose - - - -	15,455	3,523	Compulsory	- 10½	1 1	- - -
18	Newtyle - - - -	1,139	379	Compulsory	- 4	- 4	According to 1st classification.
19	Panbride - - - -	1,299	389	Compulsory	- 5	- 5	None - - -
20	Rescobie - - - -	747	214	Compulsory	- 2¾	- 2¾	None - - -
21	Stracathro - - -	546	207	Compulsory	4½ d. on gross, and about 5d. per 1l. on reduced rental.	1 s. 6 d. on dwelling houses, two-fifths of above rate on mills, and one-fifth of above rate on farms.	See No. 3, which indicates the classification.
22	Tealing - - - -	883	105	Compulsory	- 1½	- 1¼	None - - -

- - - - - - - - - RETURN No. 1.

5. ction from Gross Rental, if any.	6. Whether of Opinion extending Area of Assessment to Counties would lessen Legal Expenses in determining Settlements.	7. Whether of Opinion a County Assessment would be a more Equitable Mode than the present of providing for the Poor.	8. Any other Suggestion or Information bearing on the Subject that may occur to you.
er cent. from lands; 20 cent. from houses, &c.	Of opinion it would - - -	Of opinion it generally would -	As proposed change will meet with opposition from landward parishes, Boards in favour of it should be united to ensure success.
ctions given according the state of the property.	Opinion deferred in meantime -	Opinion deferred.	—
er cent. from railways, d 10 per cent. from nses.	No - - - - - - -	No.	—
, except railways; one- rth.	Of opinion it would - - -	Of opinion it would - - -	Many settlements might be determined by arbitration.
er cent. - - - -	We think not - - - -	We do not think it would.	—
er cent. - - - -	No - - - - - -	No.	—
lling-houses, 20 per cent., ms 7½ per cent.	*See* 8 - - - - -	*See* 8 - - - - -	Best manner of lessening legal expenses would be to make Board of Supervision settle all disputes.
one - - - -	Would not lessen our legal expenses, as we never have any.	Of opinion County Assessment would be most unjust and unequitable; present mode of each parish supporting its own poor more equitable.	—
er cent. - - - -	No - - - - - - -	No.	—
one - - - -	Cannot give an opinion - -	Cannot give an opinion.	—
d 10 and houses 25 per nt.	Will not venture on any opinion	Same as No. 6.	—
form deduction of 25 per nt.	Of opinion it would - - -	Of opinion whole of Scotland for Poor Law purposes as one parish, instead of counties, might answer better if the tendency to increase the allowance of their own poor could be guarded against.	Before County Boards would concur in the change proposed they would insist on knowing what proportion of members they would have in General Board, lest they should be outvoted and unfairly dealt with by the preponderance of the towns' element.
er cent. on Class I., 5 per nt. on Classes II. and III., at 20 per cent. on rail- ays.	Not very decided - - -	*See* No. 6 - - - -	*See* No. 6.
er cent. - - - -	No - - - - - - -	No.	—
end, school salary, county ites, land tax feu duty; mounting to about 6 per nt.	Undoubtedly it would; but as regards country parishes it would be what is sometimes called "gaining a loss."	With the rate on owners in Logie-Pert at 7 *d.*, and the rate in Montrose (I understand 13 *d.* per £.), I confess I do not see any equity in the proposed change.	This Board, in all cases of disputed settlement, &c., refer the question to the Association of Inspectors of the district, where, for 2 *s.* 6 *d.*, as sound an opinion can be obtained as in the Sheriff Court, or even the Court of Session; this course of procedure has, moreover, the advantage of introducing uniformity of action throughout the bounds of the association.
per cent. from house pro- erty, 25 per cent. from ailways, which are in lass I.	Of opinion it would; but more improvement would be obtained were the only right of settlement to be that of birth.	Not prepared to pronounce upon the equity of County *versus* Parochial Assessment.	—
per cent. from houses, 10 er cent. from lands.	—	—	—
per cent. on owners, 5 per nt. on tenants, and 25 per nt. on railways.	Of opinion it would - - -	In some counties it would, but not universally.	Discretionary power should be given to give relief to able-bodied persons, and Board of Supervision constituted court for deciding disputes as to settlement, free of expense.
per cent. to owners of ouses.	No - - - - - - -	No.	—
none - - - -	Could not say; rather think not	Decidedly not.	—
per £., or thereby - -	The proposed change appears only a half measure; we prefer a system of arbitration, in order to lessen legal expenses.	We are opposed to centralization, and are of opinion that it would be less equitable than the present mode.	A statement of the rate of assessment on owners and occupiers in Montrose parish would be information that might enable us to make suggestions.
per cent. - - - -	No - - - - - - -	No.	—

App., No. 6.

RETURN No. 2.—Of the VALUATION of the PARISHES of the County of *Forfar*, with the Expenditure for Support of the Poor, and Per-centage of Expenditure on Valuation of each.

PARISH.	Valuation.	Expenditure.	Per-centage of Expenditure on Valuation.
	£.	£.	£. s. d.
Aberlemno	10,489	298	2 16 9
Airlie	10,604	251	2 7 4
Arbirlot	13,949	370	2 13 –
Arbroath	30,464	2,074	6 16 1
Auchterhouse	7,608	129	1 13 10
Barry	14,325	485	3 7 8
Brechin	26,432	2,495	9 8 9
Careston	2,509	103	4 2 1
Carmyllie	9,401	323	3 8 8
Craig	9,889	545	5 10 2
Dun	1,078	160	1 9 5
Dundee and Liff, and Benvie	375,303	17,620	4 13 10
Dunnichen	7,889	522	6 12 4
Eassie and Nevay	10,895	175	1 12 1
Edzell	5,672	357	6 5 10
Farnell	9,279	152	1 12 9
Fearn	4,762	170	3 11 4
Forfar	35,255	2,157	6 2 4
Glamis	16,574	501	3 – 5
Glenisla	8,810	206	2 6 9
Guthrie	6,192	116	1 17 5
Inverarity	10,306	201	1 19 –
Inverkeillor	17,997	522	2 18 –
Kettins	13,339	227	1 14 –
Kingoldrum	6,851	48	– 1 4
Kinnell	10,209	254	2 9 9
Kinnettles	5,400	59	1 1 10
Kirkden	10,877	471	4 6 7
Kirriemuir	31,931	2,420	7 11 6
Lethnot	4,088	141	3 8 11
Liff and Benvie. *See* Dundee.			
Lintrathen	7,345	152	2 1 4
Lochlee	2,408	263	10 14 3
Logie-Pert	10,492	541	5 3 1
Lunan	2,717	65	2 7 10
Mains and Strathmartine	18,322	351	1 18 3
Maryton	6,670	55	– 16 5
Menmuir	7,914	132	1 13 4
Monifieth	34,992	1,123	3 4 2
Monikie	16,373	216	1 6 4
Montrose	56,207	3,523	6 5 4
Murroes	9,591	87	– 18 1
Newtyle	10,993	379	3 8 11
Oathlaw	5,004	81	1 12 4
Panbride	11,955	389	3 5 –
Rescobie	10,547	214	2 – 6
Ruthven	2,436	117	4 16 –
Stracathro	5,255	207	3 18 9
St. Vigeans	51,393	2,066	4 – 4
Tannadice	14,148	160	1 2 7
Tealing	7,547	106	1 8 1
Forfarshire £.	1,030,486	43,779	4 4 11

Appendix, No. 7.

PAPERS handed in by Mr. *Peter Beattie*, 11 May 1869.

STATEMENT showing the Total Cost of In-door and Out-door Relief in Barony Parish, in each Year, from 1858 to 1868 inclusive.

	1858.	1859.	1860.	1861.	1862.	1863.	1864.	1865.	1866.	1867.	1868.
			6 *p' Cent*	5½ *p' Ct.*	8 *p' Cent.*	7 *p' Cent.*	7 *p' Cent.*	6½ *p' Ct.*	6½ *p' Ct.*	6 *p' Cent.*	7 *p' Cent.*
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
-door Poor	16,428	16,051	13,225	14,022	14,227	15,348	17,108	17,879	18,447	19,277	20,975
mployed	274	471	–	110	1,678	108	149	–	–	–	–
ual	646	947	1,882	998	983	812	1,180	1,161	1,167	1,327	2,026
ication	444	436	418	388	441	502	513	506	575	512	643
aries, Out-door	1,620	1,792	1,865	1,841	1,869	1,955	2,167	2,287	2,408	2,447	2,367
dical ditto	656	458	467	460	460	513	571	651	640	641	664
door ditto	–	202	200	258	271	276	351	507	427	485	492
dicine	384	526	733	881	1,014	913	962	791	715	671	801
loor :											
Maintenance	4,815	4,329	4,706	5,334	6,062	5,044	5,119	5,740	5,768	6,304	7,658
Establishment Charges	2,601	3,718	3,486	3,466	2,919	3,234	3,763	4,264	3,613	4,621	6,625
Repairs and Alterations	378	2,287	342	642	1,132	809	4,090	950	1,756	1,844	3,513
Salaries, In-door	1,117	1,263	1,399	1,438	1,476	1,557	1,695	1,806	1,848	1,890	2,040
natic Poor	433	165	146	131	147	175	200	267	437	365	1,134
fice Expenses	541	600	383	441	475	546	507	504	617	817	945
neral Charges	360	119	205	203	139	162	195	252	254	213	373
w Expenses	540	398	1,061	451	660	951	239	412	253	300	374
ilding Debt	3,300	–	1,342	1,004	1,071	1,204	1,131	1,160	1,312	1,657	–
terest	435	795	572	585	534	644	385	624	346	323	320
ank Debt	22	–	2,644	54	–	5,850	–	34	–	–	136
xpenses of Collecting	891	889	800	832	793	1,165	865	889	868	906	906
ther Parishes	1,141	1,475	1,484	1,863	2,096	2,328	2,526	2,893	2,646	2,754	2,971
udit	30	30	30	30	30	30	50	50	50	50	50
arliamentary Expenses	–	–	–	–	105	325	327	67	49	175	194
epayment of Rate	–	–	–	–	120	–	–	–	–	–	–
lection Expenses	–	–	–	–	–	118	54	6	56	74	20
ames Shaw	–	–	–	–	–	500	–	–	–	–	–
lew Offices	–	–	–	–	–	–	574	3,412	1,592	–	–
	37,056	36,946	37,390	35,432	38,710	45,069	44,824	47,112	45,844	47,663	5,5227
	22	–	2,644	54	–	5,850	–	34	–	–	136
	37,034	–	34,746	35,378	–	39,219	–	47,178	–	–	55,094

STATEMENT of Registered and other Poor, Barony Parish; also Population for the Years 1845 to 1868, inclusive.

Year.	Population.	Number of Poor on Roll or Register.				Died, or ceased to receive Relief.		—	Number of Unregistered Poor.		All other Casual Poor.		Per Cent.
		Male.	Female.	Total.	Dependants.	Registered.	Dependants.			Dependants.		Dependants.	
1845	106,075	521	1,451	1,972	—								
1846	106,075	695	1,671	2,366	–	–	–	–	–	–	4,249	—	
1847	106,075	789	1,984	2,773	–	687	–	2,086	–	–	16,578	–	1·9
1848	106,075	1,291	2,970	4,261	–	807	–	3,454	–	–	29,208	–	2·27
1849	106,075	3,325	5,100	8,425	–	3,508	–	4,917	–	–	16,375	–	4·64
1850	106,075	1,867	4,631	6,498	–	2,262	–	4,236	–	–	4,859	–	3·99
1851	106,075	1,355	2,840	4,195	–	2,518	–	1,677	–	–	3,034	–	1·58
1852	106,075	1,006	2,359	3,365	–	2,747	–	618	–	–	2,908	–	0·58
1853	136,283	1,145	2,598	3,743	–	3,064	–	679	–	–	1,949	–	0·49
1854	136,283	2,713	4,765	7,478	–	3,537	–	3,941	–	–	1,907	–	2·89
1855	136,283	2,259	4,563	6,822	2,941	2,470	596	4,352	387	385	2,882	3,167	3·19
1856	136,283	2,188	4,786	6,974	2,541	3,102	819	3,874	172	154	3,453	4,093	2·84
1857	136,283	2,303	4,983	7,286	3,554	2,573	1,528	4,713	192	156	3,339	3,753	3·46
1858*	136,283	—											
1859	136,283	2,244	4,406	6,650	4,191	2,495	1,890	4,155	988	953	26	39	3·04
1860	136,283	1,956	4,332	6,288	5,005	2,457	2,752	3,831	910	906	2,240	2,415	2·81
1861	136,283	2,206	4,395	6,601	5,331	2,514	2,401	4,087	1,134	1,035	3,016	2,466	3·
1862	177,527	2,264	5,011	7,275	6,752	3,376	4,547	3,899	1,436	1,280	5,264	6,586	2·19
1863	177,527	2,151	5,488	7,639	7,173	3,988	5,048	3,651	960	1,396	3,127	3,535	2·05
1864	177,527	2,479	5,436	7,915	6,580	4,081	4,306	3,834	1,039	892	3,042	3,414	2·15
1865	177,527	2,688	4,114	6,892	5,943	3,179	3,458	3,713	1,197	1,086	1,771	2,372	2·09
1866	177,527	2,128	3,246	5,374	4,721	1,858	2,184	3,516	1,235	1,367	1,477	995	1·98
1867	177,527	2,721	5,464	8,185	7,281	4,244	4,445	3,941	1,098	1,203	3,516	2,537	2·22
1868	177,527	3,691	6,175	9,866	10,324	5,304	5,678	4,562	1,482	1,931	3,738	2,838	2·57

* Report for Year 1858 is wanting.

Number of Applications, Barony Parish, for following Years, from 15th May to 14th May each Year.

Year.	Number of Applications.	Increase.	Decrease.	Year.	Number of Applications.	Increase.	Decrease.
1848–49	10,437	—	—	1859–60	6,487	- -	1,086
1849–50	5,664	- -	4,773	1860–61	7,631	1,144	—
1850–51	5,611	- -	53	1861–62	8,807	1,176	—
1851–52	5,651	40	—	1862–63	9,215	408	—
1852–53	6,147	496	—	1863–64	10,575	1,360	—
1853–54	6,595	448	—	1864–65	9,982	- -	593
1854–55	6,238	- -	357	1865–66	7,913	- -	1,069
1855–56	6,054	- -	184	1866–67	8,399	486	—
1856–57	4,389	- -	1,665	1867–68	10,639	2,240	—
1857–58	6,166	1,777	—	1868–69	12,066*	1,427	—
1858–59	7,573	1,407	—				

* The applications for 1868–69 up to 27th April, 11,526. A proportionate ratio for period till 14th May gives the number as above, viz., 12,066.

Appendix, No. 8.

PAPERS handed in by Mr. *David Lewis*, 8 June 1869.

PARISHES in South of *Scotland*, with and without PUBLIC-HOUSES in 1864.

hout -houses,	Population.	Registered Paupers and Dependants.	Expenditure.	With Public-houses.	Population.	Registered Paupers and Dependants.	Expenditure.
			£. s. d.				£. s. d.
on - -	729	21	138 5 –	1. Sprauston -	1,305	68	515 19 7
erston -	380	15	78 18 4½	2. Ednam - -	599	37	160 19 5
lholm -	554	22	101 16 10½	3. Yetholm -	1,207	91	473 8 6
horn -	461	14	78 18 4½	4. Ancram -	1,511	78	337 1 9
hell -	425	4	49 1 2	5. St. Boswells -	865	45	235 1 1½
on - -	608	27	138 11 10	6. Morebattle -	1,031	34	249 10 5
ford -	957	33	248 8 –½	7. Hownam - -	289	4	60 4 –
ling -	673	20	107 7 9½				
o - -	430	22	131 15 –				
erton -	640	12	105 7 9½				
kirk -	578	8	106 17 2				
o - -	478	16	130 6 6				
TAL - -	6,913	214	1,413 13 11	TOTAL - -	6,807	357	2,032 4 9½
					Decrease 106		
Being an increase in the parishes with public-houses of - -					- -	143	618 10 10½
				or per cent.			

MENT of the EXPENDITURE for MAINTENANCE of the POOR (exclusive of Cost of Erecting Poor-houses) in the Years at 14th May 1847 and at 14th May 1868; showing the Proportions thereof to every 10,000 of the Population 1 and 1861 respectively, and the Increase or Decrease of those Proportions in 1868 as compared with 1847, under eral heads of Expenditure.

Note as to Population:—

Population in 1841 - - - - - -	2,620,216
Population in 1861 - - - - - -	3,062,294
Increase - - -	442,078

or 16·87 per cent.

This increase of Population is given effect to in the comparative results below:—

eads of Expenditure.	Year 1847. Amounts.	Year 1847. Proportions thereof to every 10,000 of Population, 1841.	Year 1868. Amounts.	Year 1868. Proportions thereof to every 10,000 of Population, 1861.	1868 compared with 1847; for every 10,000 of Population. Increase.	Decrease.	Per-Centage. Increase.	Per-Centage. Decrease.
	£. s. d.	£.	£. s. d.	£.	£.	£.		
of Poor on Roll, or Re-ered.	336,515 7 9¼	1,284	633,127 14 10½	2,068	784	- -	61·06	–
of Casual Poor - - -	36,340 – 1¾	139	29,058 5 3	95	- -	44	- -	31·65
al Relief - - -	12,879 9 6½	49	32,858 7 3	107	58	- -	118·37	–
gement - - - -	43,158 – 9¾	165	94,452 3 6½	308	143	- -	86·67	–
Expenses - - - -	5,022 11 3	19	5,986 14 3½	19	–	–	–	–
Aggregate - - - £.	433,915 9 6¼	1,656	795,483 5 2½	2,597	941	–	56·82	–

Appendix, No. 9.

Appendix, No. 9.

PAPERS handed in by Mr. *David Lewis*.

STATEMENT of the EXPENDITURE by the CORPORATION of *Edinburgh* in connection with the Election of TOWN COUNCILLORS and MEMBERS of the CITY OF EDINBURGH ROAD TRUST, in the Five Years from 1864 to 1868 inclusive.

	November 1864.	November 1865.	November 1866.	November 1867.	December 1868.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
1. To poll-sheriffs (at 63*s.* each) -	40 19 –	40 19 –	40 19 –	44 2 –	59 17 –
Note.—Of the amount stated for 1867, 3*l.* 3*s.* applicable to year 1863.					
2. To poll-clerks (at 21*s.* each) -	17 17 –	23 2 –	19 19 –	19 19 –	31 10 –
3. For polling-places and for fires -	24 7 –	24 7 –	24 7 –	24 7 –	28 16 –
4. For printing and advertising notices.	16 4 2	14 6 8	14 9 9	12 3 7	34 19 2
5. Incidental expenses - - -	4 13 3	5 19 –	7 3 6	4 19 2	28 11 7
TOTALS each Year - - £.	104 – 5	108 13 8	106 18 3	105 10 9	183 13 9

Notes.—The City is divided into 13 wards. In 1868 provision had to be made for polling the greatly increased constituency under the Reform Acts of that year.

STATEMENT of the POPULATION of the City, or Parliamentary Burgh, of *Edinburgh*.

1841 - - - - - - - - - -	133,692
1851 - - - - - - - - - -	160,302
1861 - - - - - - - - - -	168,121

Appendix, No. 10.

PAPERS handed in by Mr. *Brown*, 18 June 1869.

(*Vide* Question 5330.)

PAISLEY:—Population; Number of Registered Poor; Casual Poor; Lunatics; Children; Refused; Relieved by Sheriff's Order.

Population.	Registered Poor.						Casual Poor.						Lunatics.	Children.	Refused.	Relieved by Sheriff.	Ratio per Cent. to Population.			
	During Year.			On 14th May.			During Year.			On 14th May.							Registered Poor.		Registered and Casual Poor.	
	Heads.	Departments.	Total.	Heads.	Departments.	Total.	Heads.	Departments.	Total.	Heads.	Departments.	Total.					Heads.	Heads and Departments.	Heads.	Heads and Departments.
																	During year.		On 14 May.	
32,241	890	–	890	–	–	–	1,068	–	–	–	–	–	–	–	–	–	–	–	–	–
,,	1,140	–	1,140	910	–	–	1,329	–	–	–	–	–	34	82	750	13	3·5	–	–	–
,,	1,014	–	1,014	786	–	–	1,789	–	–	–	–	–	28	96	510	44	3·2	–	–	–
,,	1,099	–	1,099	817	–	–	1,485	–	–	–	–	–	27	117	304	54	3·5	–	–	–
,,	1,072	–	1,072	813	–	–	698	–	–	–	–	–	35	117	115	20	3·4	–	–	–
,,	997	–	997	894	–	–	705	–	–	–	–	–	28	114	38	1	3·1	–	–	–
31,752	1,237	–	1,237	985	–	–	1,336	–	–	103	–	–	39	101	33	2	3·9	–	–	–
,,	1,077	–	1,077	826	–	–	1,102	–	–	114	–	–	29	142	75	–	3·4	–	–	–
,,	1,464	–	1,464	756	–	–	621	–	–	59	–	–	30	151	91	1	4·6	–	–	–
,,	1,435	624	2,059	811	483	1,294	1,273	1,536	2,809	15	45	60	28	161	128	1	4·5	6·1	2·5	4·2
,,	1,176	585	1,761	745	338	1,083	769	793	1,562	8	39	47	44	182	121	–	3·7	5·5	2·3	3·5
,,	1,115	524	1,639	734	331	1,065	631	676	1,307	66	67	133	36	164	71	–	3·5	5·1	2·3	3·7
,,	984	468	1,452	702	333	1,035	889	3,618	5,507	121	135	256	32	164	39	1	3·1	4·6	2·5	4·0
,,	966	545	1,511	697	361	1,058	734	738	1,472	21	29	50	38	118	70	–	3·0	4·7	2·2	3·5
,,	877	504	1,381	702	345	1,047	599	639	1,238	36	40	76	35	137	53	–	2·7	4·3	2·3	3·5
,,	844	454	1,298	687	343	1,030	846	923	1,769	79	86	165	34	162	64	1	2·6	4·1	2·4	3·7
31,538	926	503	1,429	702	373	1,075	1,264	1,694	2,958	93	146	239	27	157	113	2	2·9	4·5	2·5	4·1
,,	1,066	694	1,760	743	497	1,240	760	1,099	1,859	29	26	55	25	140	112	5	3·3	5·6	2·4	4·0
,,	1,120	846	1,966	746	437	1,183	866	1,100	1,966	42	70	112	23	178	120	4	3·5	6·2	2·5	3·8
,,	1,159	1,005	2,164	746	421	1,167	912	1,001	1,913	73	164	237	23	169	137	2	3·6	6·8	2·5	4·4
,,	1,341	1,140	2,481	731	438	1,179	906	1,169	2,075	36	57	93	24	194	84	1	4·2	7·8	2·4	4·0
,,	1,402	1,235	2,637	776	553	1,329	652	1,020	1,672	19	29	48	27	205	94	–	4·4	8·3	2·5	4·3
,,	1,223	1,140	2,363	799	567	1,366	685	694	1,379	23	31	54	25	168	107	–	3·2	7·1	2·6	4·5
,,	1,419	1,132	2,551	826	596	1,422	689	806	1,495	18	32	50	27	212	121	2	–	–	–	–
	Average from 1845 to 1850 - - -						1,274													
	And from 1864 to 1869 - - - -						769													

(*Vide* Question 5331.)

PAISLEY.—Applications for Relief from 1848-9 to 1868-9.

1848-9 - - -	1,465	1855-6 - - -	1,364	1862-3 - - -	1,539
1849-50 - - -	801	1856-7 - - -	2,381	1863-4 - - -	1,569
1850-1 - - -	865	1857-8 - - -	2,470	1864-5 - - -	1,613
1851-2 - - -	1,762	1858-9 - - -	966	1865-6 - - -	1,385
1852-3 - - -	1,328	1859-60 - - -	894	1866-7 - - -	1,644
1853-4 - - -	1,304	1860-1 - - -	1,130	1867-8 - - -	1,373
1854-5 - - -	2,146	1861-2 - - -	1,815	1868-9 - - -	1,418

(*Vide* Question 5346.)

PAISLEY.—Population; Expenditure from 1845-6 to 1867-8 inclusive.

Year.	Population.	Registered Poor.	Casual Poor.	Medical Relief.	Management.	Law Expenses.	TOTAL.	Additional for Buildings, &c.
		£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
1845-46	32,241	3,454 11 2½	458 18 10	25 - -	289 - -	44 11 7½	4,272 1 8	—
1846-47	„	3,923 1 4½	806 3 1½	193 - 10	490 - 8½	19 14 1	5,502 - 1½	—
1847-48	„	4,198 4 4½	2,435 11 3	242 6 4½	538 2 9	22 16 7	7,437 1 4	—
1848-49	„	4,805 18 10	1,716 10 7	423 8 4	647 4 3	- -	7,593 2 -	282 11 5
1849-50	„	4,081 8 2½	501 11 10	233 19 4½	570 17 7½	22 8 6	5,410 5 6½	568 18 4½
1850-51	„	3,756 12 11	543 15 -	244 14 10	504 5 6	16 1 2	5,065 9 5	399 - -
1851-52	31,752	4,494 6 3	586 10 7	305 - 5	519 8 -	26 4 -	5,931 9 3	910 10 -
1852-53	„	4,713 1 3	553 11 3	348 12 9	586 5 4	28 4 5	6,229 15 -	2,531 7 4
1853-54	„	4,521 19 7	217 7 8	372 14 10	732 3 10	89 11 5	5,933 17 4	2,543 11 7
1854-55	„	4,952 13 10	1,223 15 11	577 17 9	560 17 -	- -	7,315 4 6	1,296 5 11
1855-56	„	4,436 - 3	342 9 10	290 8 6	695 7 9	10 19 6	5,775 5 10	1 10 4
1856-57	„	3,993 4 5	254 14 1	340 16 9	704 7 -	64 18 3	5,358 - 8	—
1857-58	„	3,882 15 4	2,471 8 9	374 16 2	745 5 -	7 14 9	7,482 - -	—
1858-59	„	4,874 3 11	280 16 5	295 15 9	757 15 5	47 4 2	6,255 15 8	—
1859-60	„	4,145 18 7	203 19 5	235 2 6	653 11 8	15 2 -	5,253 14 2	141 3 10
1860-61	„	4,460 8 10	354 2 11	272 7 -	692 13 9	68 - 5	5,847 12 11	181 10 6
1861-62	31,538	4,421 8 4	803 7 9	267 11 11	788 19 6	- -	6,281 7 6	178 1 5
1862-63	„	4,924 9 3	268 6 3	278 15 -	739 12 6	7 3 8	6,218 6 8	263 7 3
1863-64	„	4,765 7 1	444 18 10	284 - 5	771 14 -	15 9 5	6,281 9 9	897 3 2
1864-65	„	5,119 1 9	434 10 7	444 6 1	813 1 9	57 5 -	6,868 5 2	110 18 3
1865-66	„	5,172 16 8	328 17 8	380 5 4	851 18 2	31 1 3	6,764 19 1	271 6 11
1866-67	„	5,695 6 1	304 10 5	361 6 -	885 10 11	4 4 4	7,250 17 9	265 18 4
1867-68	„	6,079 2 10	254 18 5	371 15 1	1,103 3 5	23 2 2	7,832 1 11	269 6 3
		5,872 16 -	263 4 7	356 4 4	986 1 11	- 6 8	7,478 13 6	33 10 8

(*Vide* Question 5383.)

PAISLEY.—Estimate of Weekly Cost of Patients in Lunatic Asylum, 10th May 1869.

ARTICLES.	Rations.	No. of Patients.	Quantity used Daily.	Days each Week.	Quantity used Weekly.	Price.	Weekly Cost of 47 Patients.	Weekly Cost of each Patient
							£. s. d.	£. s. d.
Oatmeal	6 oz.	47	$17\frac{10}{16}$ lbs.	7	$123\frac{6}{16}$ lbs.	43 *s.* 6 *d.* per 280 lbs.	- 19 7	- - 5
Buttermilk	¾ pint	47	$35\frac{1}{4}$ pints	7	211 pints	-½ *d.* per pint	4 4 4¼	- - 1
Bread	16 oz.	47	47 lbs.	7	329 lbs.	10 *s.* 6 *d.* per 75 lbs.	2 6 -	- - 1½
Sweetmilk	8 pints	House	8 pints	7	56 pints	2½ *d.* per pint	- 18 11½	- - 4
Sweetmilk	¾ pint.	47	$35\frac{1}{4}$ pints	1	$35\frac{1}{4}$ pints			
Tea	⅛ oz.	47	6 oz.	7	$2\frac{10}{16}$ lbs.	2 *s.* per lb.	- 5 3	- - 1
Sugar	1 oz.	47	3 lbs.	7	21 lbs.	4 *d.* per lb.	- 7 -	- - 1½
Rice	4 oz.	47	$11\frac{12}{16}$ lbs.	1	$11\frac{12}{16}$ lbs.	1½*d.* per lb.	- 1 8	- - -
Beef	4 oz.	47	$11\frac{12}{16}$ lbs.	6	$70\frac{8}{16}$ lbs.	5½ *d.* per lb.	1 13 9	- - 8
Barley	2 oz.	47	$5\frac{14}{16}$ lbs.	5	$29\frac{6}{16}$ lbs.	1½*d.* per lb.	- 3 8	- - 1
Peas	½ oz.	47	$1\frac{9}{16}$ lbs.	5	$7\frac{8}{16}$ lbs.	-½ *d.* per lb.	- 2 10	- - -
Peas	4 oz.	47	$11\frac{12}{16}$ lbs.	1	$11\frac{12}{16}$ lbs			
Butter	1 oz.	47	3 lbs.	7	21 lbs.	1 *s.* 1½ *d.* per lb.	1 3 7½	- - 6
Vegetables	-	-	-	-	-	-	- 7 10	- - 2
Water and spirits	-	-	-	-	-	-	- 7 10	- - 2
Extra, cheese and dumpling.	-	-	-	-	-	-	- 11 9	- - 3
Medical attendance, &c.	-	-	-	-	-	-	- 12 4	—
Attendance:								
Superintendent and three assistants, 115 *l.*	-	-	-	-	-	-	2 4 -	- 1 -
Clothing, bedding, washing, fuel, stationery, license, recreations.	-	-	-	-	-	-	4 16 6	- 2 -
							17 6 11¾	- 7 4
Rent	7½ per cent. on 3,000 *l.*	-	-	-	-	-	4 6 6	- 1 10
							21 13 5¾	- 9 2

(*Vide* Question 5436.)

EXCERPT REPORT.

Paisley, June 1858.

THE Relief Committee, at a meeting held on 6th November, resolved, agreeable to the magistrates' recommendation, to give immediate relief to the most destitute families; and that as soon as possible a joint meeting of the Burgh and Abbey Boards should be held, in order that both parishes should agree on the same measures in relieving the distress. A joint meeting of the Boards was accordingly held on 12th November, when a series of resolutions was unanimously adopted, and ordered to be carried into effect by the Relief Committees of both parishes. A copy of these resolutions is appended.

The soup kitchen of this parish was opened on 9th November, and daily rations of soup, bread, and oatmeal continued to be given out till 28th March, when on the revival of trade it was finally closed, and the relief discontinued. I append tables of daily rations, Nos. 1 and 2. No. 1 was adopted at the begining of the distress, and No. 2 six weeks afterwards, when the prolonged distress and severity of the destitution called for an increased allowance. The daily state of the soup kitchen roll, with other particulars, in reference to the extent of the distress and the relief granted, will be seen from the accompanying returns, numbered 3, 4, 5, and 6. At the general meeting held on 12th November, a committee was appointed to inquire and report how far it might be advisable to provide webs to the more provident class of weavers. The committee reported early in December, and in terms of their recommendation this Board gave out to a select number of weavers 100 gala webs and 66 shirting webs. The expenditure for these webs has been as follows:

	Material.	Manufacture.	TOTAL.
	£. s. d.	£. s. d.	£. s. d.
Galas - - -	273 12 10	149 18 5½	423 11 3½
Shirtings - - -	119 2 8	72 19 7	192 2 3
TOTAL - £.	392 15 6	222 18 - ½	615 13 6½

Of these goods, the galas have been already sold at a price which realises nearly the actual cost; part of the shirtings also has been sold, and it is confidently expected the whole stock will be very soon disposed of at prices which will secure the Board from any loss.

An effort was also made by the joint committee to obtain field labour for such of the operatives as might be able for that kind of work. The effort proved fruitless, although circulars offering very advantageous terms were addressed to the farmers and others having ground near Paisley.

It will be seen from the accompanying returns that the gross numbers of heads of families relieved during the distress was 1,035. Of these, the numbers who had been chargeable on former occasions were 538, and the numbers not so chargeable 497; 720 were married persons, 157 widowers and widows, and 158 single. Classified according to trades, they were as follows: weavers, 715; drawboys, 18; dyers, 30; painters, 27; cloth-lappers, 10; mechanics, 14; shoemakers and tailors, 7; pattern drawers, &c., 8; labourers, 40; winders, 95; mill-workers, 25; sewers, 17; washerwomen, &c., 29.

App. No. 10.

It is a general impression among ratepayers and others that the largest proportion of the poor-rates is expended on stranger poor, especially persons belonging to Ireland. The following table, showing the places of nativity of all the heads of families chargeable on this occasion, proves that this impression is erroneous:

In Burgh of Paisley.	In Abbey of Paisley.	In other Parishes of Scotland.	In Ireland.	In England.	Abroad.
513	182	207	119	8	6

In addition to the expenditure for families relieved on the soup and weaving lists, the further sum of about 200*l.* was paid in money for relief of 185 single females and deserted wives, who could not be properly classed as able-bodied, and who were therefore placed on the ordinary casual roll.

Throughout the distress in the great majority of cases, applicants, on being found proper objects, were admitted to relief within 24 hours of the time of application; at the same time, care was taken to prevent improper parties being admitted to the roll, or continuing in receipt of relief after getting work. For this purpose, two additional assistants were employed. From the opening of the kitchen to its close, no applicant was placed on the roll till his destitution had been previously ascertained, and regular domiciliary visitation was kept up as long as the chargeability lasted. By these and similar measures, imposition was in general effectually prevented; and I am not aware of more than one or two cases in which our first inquiries had failed in ascertaining the real condition of the applicant. The present is the third occasion of commercial depression on which the parochial Board of this parish has undertaken the responsibility of supplying the wants of the unemployed. The comparative duration and extent of distress of each of these periods will be seen from the following statement:

PERIOD.	Duration of Distress.	Gross Numbers of Heads of Families Relieved.	Greatest Number of Heads of Families Chargeable at one time.	Average Number of Heads of Families on Roll from beginning to end of Distress.	Expenditure.
					£. s. d.
From 15 November 1851 to 8 August 1852 -	38⅔ weeks -	210	118	80	428 – 2
From 18 December 1854 to 30 April 1855 -	19⅐ weeks -	348	287	156	883 7 –
From 9 November 1857 to 28 March 1858 -	20 weeks -	1,035	791	504	2,197 15 –

App. No. 10.

(*Vide* Question 5502.)

CLASSIFICATION of Premises for Assessment for Poor Rates in *Paisley*.

1st. Owners.—In estimating the annual value of lands and heritages in the case of both owners and occupants, 20 per cent. is deducted for repairs and other expenses as regards houses and buildings, and 12½ per cent. as regards land, market gardens, timber and other yards; the same as regards occupants.

2nd. Tenants and Occupants.—That as regards tenants and occupants, the whole lands and heritages are distinguished into six separate classes, viz.:—

1. Banking premises.
2. Offices of writers, accountants, and all other offices.
3. Manufacturing and wholesale warehouses and dwelling-houses.
4. Works, public-houses, and public halls.
5. Retail shops, schools.
6. Lands.

The rate of assessment payable by occupants of Class 2nd, is three-eighths less than that payable by those of Class 1st. That payable by those of Class 3rd is one-fifth less than that by those of Class 2nd. That payable by those of Class 4th is one-fourth less than that by those of Class 3rd. That payable by those of Class 5th is two-ninths less than that by those of Class 4th. That payable by those of Class 6th is one-half less than that payable by those of Class 5th, all in accordance with the following example, viz.:—

Class 1st,	say 4*s.*	per pound.
Class 2nd,	„ 2*s.* 6*d.*	ditto.
Class 3rd,	„ 2*s.*	ditto.
Class 4th,	„ 1*s.* 6*d.*	ditto.
Class 5th,	„ 1*s.* 2*d.*	ditto.
Class 6th,	„ 7*d.*	ditto.

EXPENSES for Collection of Assessments for Five Years, from 15 May 1863.

YEAR.	Amount of Assessment.	Expense.	Average For Five Years.
	£. *s.* *d.*	£. *s.* *d.*	
1863–4 - - - - - -	6,546 3 6	129 7 9	
1864–5 - - - - - -	6,116 13 7	137 2 5	2 *l.* 12 *s.* 2 *d.* per 100 *l.*
1865–6 - - - - - -	5,019 19 11	210 14 1	
1866–7 - - - - - -	6,188 9 10	182 2 7	
1867–8 - - - - - -	6,740 17 3	156 1 7	
	31,212 4 1	815 8 5	

App. No. 10.

PAISLEY.—STATEMENT for the Years 1857-58 and 1867-68, showing the Assessable Rental and the Proportions thereof; Heritage and Occupancy respectively, on which the Poor's Assessment was actually paid; the Proportions unpaid.

	1857–58.	1867–68.
HERITAGE:	£. s. d.	£. s. d.
Assessable Rental	50,031 5 –	56,783 – –
Contributed to Assessment	48,768 – –	55,751 2 2
Did not contribute to ditto	1,263 5 –	1,031 17 10
Rate per cent. of unpaid Rental	– 2 8	1 16 –
OCCUPANCY:		
1st Class.—Assessable Rental	156 – –	284 – –
Contributed to Assessment	156 – –	284 – –
Did not contribute to ditto	—	—
Rate per cent. of unpaid Rental	—	—
2nd Class.—Assessable Rental	599 2 5	728 14 6
Contributed to Assessment	584 – –	710 15 –
Did not contribute to ditto	15 2 5	17 19 6
Rate per cent. of unpaid Rental	2 10 –	2 9 –
3rd Class.—Assessable Rental	26,686 17 6	31,287 2 2
Contributed to Assessment	15,010 – –	21,131 8 –
Did not contribute to ditto	11,676 17 6	10,155 14 2
Rate per cent. of unpaid Rental	43 15 –	32 9 –
4th Class.—Assessable Rental	15,389 7 –	16,375 – 5
Contributed to Assessment	13,053 6 8	14,640 – –
Did not contribute to ditto	2,336 – 4	1,735 – 5
Rate per cent. of unpaid Rental	15 2 –	10 10 –
5th Class.—Assessable Rental	6,074 2 3	7,150 12 11
Contributed to Assessment	5,417 3 –	6,854 8 –
Did not contribute to ditto	656 19 3	296 4 11
Rate per cent. of unpaid Rental	10 16 –	4 2 –
6th Class.—Assessable Rental	1,174 2 9	965 8 11
Contributed to Assessment	1,124 11 5	910 5 8
Did not contribute to ditto	49 11 4	55 3 3
Rate per cent. of unpaid Rental	4 4 –	5 14 –
Total Rental which contributed to Assessment	35,345 1 1	44,530 16 8
Total Rental which did not contribute to ditto	14,734 10 10	12,260 2 3
Rate per cent. of Rental which did not contribute to Assessment.	29 10 –	21 10 –

(*Vide* Question 5508.)

STATEMENT showing, from 1845 to 1868, Gross Rent, Valuation, Assessment Imposed, Yearly Rates per £. on Heritage and Occupancy, with the Gross Amounts Levied from each.

Year.	Gross Rent.	Valuation.	Assessment.	Rate per £. on Heritages.	Rates per £. on Occupation.							Levied on Heritage.	Levied on Occupancy.							Total Heritage and Occupancy.	Proportion thereof Paid after 14 May.
					—	1st Mode, with Classification.							1.	2.	3.	4.	5.	6.	Total.		
						1.	2.	3.	4.	5.	6.										
	£. s. d.	£. s. d.	£.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
1845-46	49,592 13 –	39,674 3 –	4,500	1 4	1 4	–	–	–	–	–	–	2,323 3 8	– –	– –	– –	– –	– –	– –	1,662 8 1	3,985 11 9	1,101 6 1½
1846-47	51,891 10 –	41,513 4 –	5,174	1 8	1 8	–	–	–	–	–	–	– –	– –	– –	– –	– –	– –	– –	– –	5,156 – 8	2,588 19 7
1847-48	51,010 – –	40,808 – –	6,000	2 –	2 –	–	–	–	–	–	–	3,602 14 7½	– –	– –	– –	– –	– –	– –	2,610 3 8	6,212 18 3½	2,181 14 11½
1848-49	48,015 – –	40,013 – –	7,500	1 3	1 3	–	–	–	–	–	–	2,400 12 5	– –	– –	– –	– –	– –	– –	4,154 9 6½	6,555 1 11½	930 10 –
1849-50	51,596 13 –	41,277 2 6	6,000	1 7	–	4 6	3 –	2 6	2 –	1 3	– 9	3,149 15 10	– –	– –	– –	– –	– –	– –	2,914 16 11	6,064 12 9	881 16 8
1850-51	56,063 – –	44,964 4 3	5,000	1 3	–	4 –	2 6	2 –	1 6	1 2	– 7	2,624 19 3	64 – –	53 8 1	1,315 5 8	753 10 4	299 12 2	32 5 7	2,518 1 10	5,143 1 1	617 13 2
1851-52	55,529 – –	44,531 7 9	4,400	1 1	–	3 6	2 3	1 9	1 4	1 –	– 6	2,312 3 1	56 – –	55 15 10	1,232 5 4	639 9 9	265 5 5	28 11 –	2,268 7 4	4,580 10 5	521 8 9
1852-53	56,481 – –	45,280 – –	5,500	1 4½	–	4 5	2 9	2 2½	1 8	1 3½	– 8	2,956 13 –	70 13 4	66 9 3	1,559 2 1	860 4 7	357 5 11	33 6 11	2,947 2 1	5,903 15 1	658 12 –
1853-54	57,090 – –	45,798 – –	5,000	1 3	–	4 –	2 6	2 –	1 6	1 2	– 7	2,742 10 3	64 – –	56 12 3	1,393 16 10	794 18 1	315 11 8	29 1 1	2,653 18 –	5,396 8 3	780 15 –
1854-55	58,162 3 –	46,634 15 2	5,200	1 3	–	4 –	2 6	2 –	1 6	1 2	– 7	2,802 18 –	64 – –	57 11 –	1,347 – 9	795 18 –	443 2 1	31 8 11	2,739 – 9	5,441 18 9	721 17 6
1855-56	61,446 2 –	49,244 9 7	7,000	1 7	–	5 6	3 6	2 9	2 1	1 8	– 10	3,680 7 7	69 6 3	88 15 10	1,895 14 2	1,227 4 –	461 5 11	44 15 1	3,787 1 3	7,467 8 10	1,229 16 8
1856-57	61,906 19 3	50,001 4 6	5,500	1 4½	–	4 5	2 9	2 2½	1 8	1 3½	– 8	3,218 2 3	52 2 5	57 1 8	1,602 9 5	1,012 19 6	347 17 2	30 17 –	3,103 7 1	6,321 9 4	1,021 17 11
1857-58	62,439 18 6	50,031 5 –	5,200	1 3	–	4 –	2 6	2 –	1 6	1 2	– 7	3,170 4 9	31 4 –	77 1 8	1,585 10 11	1,004 8 9	341 1 1	34 15 3	3,074 1 8	6,244 6 5	1,402 16 2
1858-59	62,612 19 6	50,188 19 3	6,500	1 6	–	5 3	3 4	2 7	2 –	1 6	– 9	3,697 18 2	40 19 –	123 4 3	2,193 10 –	1,282 8 11	437 14 2	39 5 3	4,117 1 7	7,814 19 9	1,310 17 7
1859-60	63,417 2 5	50,827 6 4	4,500	1 –	–	3 4	2 1	1 8	1 3	1 –	– 6	2,447 4 1	39 6 8	54 5 2	1,412 12 6	781 6 5	286 8 9	25 10 6	2,599 10 1	5,046 14 2	452 18 7
1860-61	64,736 4 4	51,891 17 3	4,000	– 10	–	2 10	1 9	1 5	1 1	– 10	– 5	2,076 5 7	33 8 8	49 11 2	1,233 5 7	699 14 3	237 5 11	19 1 3	2,272 6 8	4,348 12 3	354 – 11
1861-62	64,956 19 7	52,061 18 10	4,650	– 11	–	3 2	2 –	1 7	1 2	– 11	– 6	2,315 5 5	38 4 10	55 – 7	1,376 16 8	777 8 3	267 11 7	28 – –	2,543 1 11	4,858 7 4	250 2 2
1862-63	65,167 8 11	52,224 15 2	5,623	1 2	–	3 8	2 4	1 10	1 5	1 1	– 7	2,956 8 2	44 6 1	68 14 6	1,616 19 10	925 14 4	325 12 4	30 7 9	3,025 9 10	5,981 18 –	308 6 2
1863-64	64,291 6 6	51,536 8 8	6,038	1 3	–	4 –	2 6	2 –	1 6	1 2	– 7	3,258 6 8	53 12 –	76 8 8	1,862 4 4	1,010 – 8	369 6 3	33 15 –	3,405 6 11	6,663 13 7	425 16 3
1864-65	65,625 15 3	52,654 3 3	5,610	1 1	–	3 6	2 3	1 9	1 4	1 –	– 6	2,876 6 2	47 8 –	68 5 7	1,675 1 6	936 19 1	326 1 11	26 11 7	3,080 7 3	5,956 13 5	265 6 1
1865-66	66,873 5 4	53,608 11 4	5,337	1 –	–	3 4	2 1	1 8	1 3	1 –	– 6	2,719 4 5	44 13 4	65 2 5	1,591 5 6	946 18 11	327 12 11	27 12 –	3,002 5 1	5,721 9 6	366 15 8
1866-67	68,168 6 –	54,648 13 2	5,767	1 1½	–	3 5	2 2	1 9	1 4	1 –½	– 7	3,078 10 9	47 11 –	66 18 7	1,757 15 9	1,025 5 1	334 3 11	29 16 3	3,261 10 7	6,340 1 4	518 7 2
1867-68	70,860 17 –	56,783 – –	6,211	1 1½	–	3 5	2 2	1 9	1 4	1 –½	– 7	3,278 13 3	48 9 4	77 5 7	1,851 19 5	1,147 15 –	357 10 8	27 6 –	3,510 6 –	6,788 19 3	566 9 2

(*Vide* Question 5659.)

COMPARATIVE STATEMENT of Cost of Management from May 1863 to May 1868 in the Parishes of *Edinburgh*, *St. Cuthbert's*, *Glasgow*, *Barony*, *Govan*, and *Paisley*, showing the Gross Cost of Management and Rate per Cent. thereof on Gross Expenditure.

YEAR.	Edinburgh. Population, 66,430.			St. Cuthbert's. Population, 91,325.			Glasgow. Population, 157,900.			Barony. Population, 177,520.			Govan. Population, 100,000.			Paisley. Population, 31,538.		
	Gross Expenditure.	Management.	Rate per Cent. on Expenditure.	Gross Expenditure.	Management.	Rate per Cent. on Expenditure.	Gross Expenditure.	Management.	Rate per Cent. on Expenditure.	Gross Expenditure.	Management.	Rate per Cent. on Expenditure.	Gross Expenditure.	Management.	Rate per Cent. on Expenditure.	Gross Expenditure.	Management.	Rate per Cent. on Expenditure.
	£.	£.	£. s. d.	£.	£.	£. s. d.	£.	£.	£. s. d.	£.	£.	£. s. d.	£.	£.	£. s. d.	£.	£.	£. s. d.
1863-4 -	32,285	6,548	- -	22,945	3,007	- -	40,134	5,914	- -	35,194	4,903	- -	14,817	2,010	- -	6,281	771	- -
1864-5 -	26,056	3,616	- -	22,807	3,126	- -	39,105	6,053	- -	37,048	5,214	- -	16,374	2,159	- -	6,868	813	- -
1865-6 -	26,250	3,454	- -	22,621	3,003	- -	40,202	6,159	- -	37,560	5,416	- -	15,518	2,150	- -	6,764	851	- -
1866-7 -	27,391	3,680	- -	23,460	2,896	- -	42,063	6,767	- -	39,104	5,659	- -	15,753	2,243	- -	7,250	885	- -
1867-8 -	27,755	3,634	- -	24,281	2,935	- -	45,778	6,864	- -	46,573	6,139	- -	18,816	2,544	- -	7,832	1,103	- -
£.	139,737	17,932	12 13 -	116,119	14,967	12 18 -	207,282	31,757	15 6 -	195,479	27,331	14 - -	81,278	11,106	13 13 -	34,995	4,423	12 12 -

COMPARATIVE STATEMENT of Cost of Management from May 1863 to May 1868 in the Parishes of *Edinburgh*, *St. Cuthbert's*, *Glasgow*, *Barony*, *Govan*, and *Paisley*, showing the Average Cost per Head of Registered and Casual Poor and their Dependants, who were Chargeable during each Year.

YEAR.	Edinburgh. Population, 66,430.			St. Cuthbert's. Population, 91,325.			Glasgow. Population, 157,900.			Barony. Population, 177,520.			Govan. Population, 100,000.			Paisley. Population, 31,538.		
	Gross Number of Poor.	Management.	Cost per Head of each Pauper.	Gross Number of Poor.	Manage ment.	Cost per Head of each Pauper.	Gross Number of Poor.	Management.	Cost per Head of each Pauper.	Gross Number of Poor.	Manage ment.	Cost per Head of each Pauper.	Gross Number of Poor.	Manage ment.	Cost per Head of each Pauper.	Gross Number of Poor.	Manage ment.	Cost per Head of each Pauper.
		£.	£. s. d.		£.	£. s. d.		£.	£. s. d.		£.	£. s. d.		£.	£. s. d.		£.	£. s. d.
1863-4 -	9,555	3,548	- -	7,516	3,007	- -	13,782	5,914	- -	22,882	4,903	- -	4,997	2,010	- -	3,932	771	- -
1864-5 -	10,809	3,616	- -	8,538	3,126	- -	14,592	6,053	- -	19,171	5,214	- -	5,721	2,159	- -	4,077	813	- -
1865-6 -	10,349	3,454	- -	8,776	3,003	- -	13,361	6,159	- -	15,171	5,416	- -	4,409	2,150	- -	4,556	851	- -
1866-7 -	11,231	3,680	- -	8,826	2,896	- -	14,262	6,767	- -	23,820	5,659	- -	4,429	2,243	- -	4,305	885	- -
1867-8 -	10,437	3,684	- -	8,601	2,935	- -	16,006	6,864	- -	30,179	6,139	- -	5,039	2,544	- -	3,792	1,103	- -

(*Vide* Question 5671.)

COMPARATIVE STATEMENT betwixt City and Urban and Rural Parishes in the County of *Lanark*, showing the combined Population of each separately, the Number of Registered Poor relieved during the Year, and the relative Expenditure.

—	CITY AND URBAN PARISHES.	Population.	Number of Registered Poor relieved during Year.	Expenditure.
				£.
1	Avondale - - -	6,125	245	1,718
2	Barony - - -	177,527	9,866	46,573
3	Bothwell - - -	17,903	482	3,414
4	Cambusnethan - -	14,601	383	3,293
5	Dalziel - - -	5,438	82	931
6	Glasgow - - -	157,909	7,115	45,778
7	Gorbals - - -	10,494	312	2,486
8	Govan - - -	100,716	2,154	18,816
9	Hamilton - - -	14,047	563	4,400
10	Lanark - - -	7,891	360	1,988
11	Monkland, New -	20,554	762	5,094
12	Monkland, Old - -	29,543	738	5,806
13	Rutherglen - -	9,335	264	2,250
14	Shotts - - -	7,343	155	1,408
		579,426	23,481	143,955

—	RURAL PARISHES.	Population.	Number of Registered Poor relieved during Year.	Expenditure.
				£.
1	Biggar - - -	2,000	67	510
2	Blantyre - - -	3,092	90	633
3	Cadder - - -	5,948	137	1,449
4	Cambuslang - -	3,647	105	991
5	Carluke - - -	6,176	162	1,525
6	Carmichael - -	836	17	188
7	Carmunnock - -	734	9	96
8	Carnwath - - -	3,584	86	795
9	Carstairs - - -	1,345	16	216
10	Covington - -	532	10	137
11	Crawford - - -	1,590	47	655
12	Crawfordjohn - -	980	26	284
13	Culter - - -	665	13	100
14	Dalserf - - -	4,876	149	1,051
15	Dolfington - -	260	4	35
16	Douglas - - -	2,490	91	654
17	Dunsyre - - -	312	7	70
18	Glassford - - -	1,938	82	519
19	Kilbride, East - -	4,064	82	531
20	Lesmahagow - -	9,266	272	2,097
21	Liberton - - -	836	16	126
22	Pittenain - - -	407	10	105
23	Stonehouse - -	3,267	105	717
24	Symington - -	528	13	92
25	Wandell - - -	380	11	83
26	Walston - - -	480	9	102
27	Wiston - - -	786	20	211
—	- - - -	61,019	1,656	13,972
	Rural Parishes, if uniform with and equal to City and Urban Parishes relatively to population, the Number of their Poor and Expenditure would be - - - - - - - -		2,472	15,159

Appendix, No. 11.

PAPER handed in by Mr. *Gray*, 25 June 1869.

App. No. 11. REPORT on MORTIFICATIONS, Wholly or in Part, under the Management of the KIRK SESSION of AYR.

I.—*Blackwood's Mortification.*

By deed of mortification, executed by Sir Robert Blackwood, merchant in Edinburgh, dated 30th May 1711, and registered in the burgh court books of Ayr, 10th October 1804, he *inter alia* disponed to the very Rev. John Hunter and Mr. Fullarton, then ministers of Ayr, and to the then elders of the church of Ayr and their successors, for the use of the poor within the said burgh of Ayr, the two merkland of old extent called Meikle Rodine Reid. The conditions of the grant may be shortly stated as follows, viz:—

(1.) The trustees to labour or let the lands.

(2.) The proceeds to be distributed yearly, for a help to the sustenance and relief of honest, poor, indigent persons, of either sex, living within the burgh of Ayr, whose means have failed them, being always persons of a Christian life and conversation; the donor's relatives to be preferred.

(3.) An account of the distribution to be kept in the books of the Kirk Session; power of nomination with ministers or elders, or plurality of them—the minister or ministers being always *sine quo* or *quibus non.*

(4.) The deed to be read over in session when new minister or elder appointed. Ministers and elders to take the oath *de fideli.*

The lands above referred to are the lands now called Sessionfield, let to Mr. James Kennedy at a rent of 100*l.* per annum. The last title is granted in 1804.

II.—*Smith's Bequest.*

By deed dated 1st July 1692, William Smith, of the city of Londonderry, alderman, bequeaths to the poor of the town of Ayr the sum of 1,800 merks Scots, to be paid to the magistrates and session of the town of Ayr, to be laid out in either a purchase of lands or upon heritable bond, and the interest to be paid to the poor according to the discretion of the magistrates and session. Laid out in land, and feud to Mr. Ballantine, Mr. Ewen, Mr. Cowan, and Mr. Tennant.

III.—*Dick's Bequest.*

By disposition dated 9th May 1814, James Dick, manufacturer in Ayr, burdened his property with 200*l.* on the heritage, and 100*l.* out of his moveable estate, for the use and behoof of the parish of Ayr; the interest to be paid to the persons having the management of Alderman Smith's donation. The amount of this bequest, 300*l.*, is held in loan by the town of Ayr.

IV.—*Lady John Campbell's Bequest.*

The Right Honourable Elizabeth, commonly called Lady John Campbell, bequeathed the sum of 1,200*l.* to be invested, so that the proceeds may go to the support of poor widows that have no children; no widow to have more than 5*l.* a year, and all of them being of the parish of Ayr or Monkton. This sum is held in loan by the town of Ayr. Poor widows residing in Ayr, and having no children, being entitled to three-fourths, and poor widows residing in Monkton, and having no children, having the remaining one-fourth of the proceeds.

V.—*Mrs. Crawford's Bequest.*

Mrs. Jane Hamilton, otherwise Crawford, of Ardmillan, by deed dated 7th May 1819, bequeathed the sum of 1,000*l.* to the magistrates and town council and Kirk Session of Ayr; the annual proceeds to be applied by the magistrates, town council, and session for relieving that description of poor, male or female, in the town or parish of Ayr, who shall have been reduced by misfortune, or who from age, bad health, or infirmity, are unable to support themselves, and whose feelings prevent them from making their wants known; the sum to any one family or individual not to be under 5*l.* nor to exceed 10*l.*, and to be distributed by the ministers and Kirk Session, "as having the best opportunity of judging of the objects for whose relief the donation is intended." The deed to be publicly read by one of the ministers at an annual meeting of the Kirk Session. £.900 of this bequest is held in loan, on bond and disposition in security.

VI.—*Gordon's Bequest.*

The Kirk Session of Ayr, in 1673, acquired from James Gordon, of Newark, conform to contract of excambion, dated 27th January 1763, "for themselves and their successors, having, and who should have, the care of souls and dispensation of alms and other fruits of the poor, and other indigent persons living in the burgh and parish of Ayr," all and hail the lands of Carroguehenburn, now commonly called Windyhill, part of Seafield and Cunningpark. In 1830 the magistrates and town council of Ayr granted in favour of the Rev. Dr.

r. Auld and Mr. Cuthill, for themselves, and in e name of the ministers, deacons, and remanent embers of the session, of the Kirk Session and eir successors, a charter of novadamus and ecept of clare constat, upon which they were f-ft upon 15th May 1830. These lands were ued out, and are now held for payment of l. 17s. 9½d. out of the lands of Cunningpark d Seafield.

VII.—*Midsands.*

By disposition dated 13th June 1805, the agistrates and town council of Ayr, on the rrative that the title deeds of the acre after dis-ned, belonging to the Kirk Session of Ayr, and which they had been nearly 100 years in pos-ssion, had been lost, and that the Kirk Session d lately acquire right by progress to another re of land, conveyed to them by George Dunlop, Macnairston (the conveyance to which had also en lost), disponed to Dr. Dalrymple and Dr. 'Gill, and their successors, two acres of land in lidsands of Ayr. The disponees were infeft on 5th June 1805. These lands are feued to ndrew Cowan for 12 l. yearly. The proceeds f Nos. 1, 6, and 7 are entered in the cash books nder the head of rents and feus.

VIII.—*Tennant's Mortification.*

By disposition and settlement dated 25th May 827, and recorded in the burgh court books of yr, 29th March 1831, Mrs. Mary Shearwood or ennant, spouse of Robert Tennant, late captain ast and West Lothian Fencibles, bequeathed to e ministers and Kirk Session of Ayr, for the me being, the sum of 300 l., to be secured upon nd or in the funds; the interest to be applied nnually, or at the discretion of the ministers and irk Session, for behoof of the "Poorhouse of yr." This sum is invested in 3¼ per Cent. overnment Stock, and the interest is handed ver to the inspector of poor.

Besides the mortifications above enumerated, ne ministers of Ayr are associated with the agistrates in the management of the following equests, viz.:—

IX.—*Cochrane's Bequest.*

This is a mortification by Andrew Cochrane, nerchant in Glasgow, of 100 l. to the town reasurer of Ayr; the interest to be paid to a idow of, or a daughter of a merchant burgess nd guild brother of Ayr.

X.—*Storrie's Bequest.*

This is a mortification by Elizabeth Smith, elict of the deceased John Storrie, of Riccartsbur, f 100 l.; interest to go to one poor housekeeper ithin the burgh of Ayr.

XI.—*Hume's Bequest.*

This is a bequest by Peter Hume, late mer-hant in Ayr, dated 17th June 1824, and recorded n the sheriff court books of Ayr, the 6th day of eptember 1831, of 120 l., to be invested in the ames of the magistrates and ministers of Ayr; he interest to be divided equally amongst such ive poor householders in the burgh or parish of Ayr, not upon the poor's list, as may be considered most deserving; to be selected by the magistrates and ministers, a preference to those born and bred in the burgh or parish of Ayr. This money was taken in loan by the town of Ayr on 2nd January 1833.

XII.

By deed of mortification, dated 4th November 1712, William Veitch, minister of the gospel at Dumfries, "out of compassion to the poor of Ayr, where the deceased Ebenezer Veitch, my son, was minister," mortified to "the minister and Kirk Session of Ayr, as administrators for the poor of Ayr, the sum of 200 merks Scots, which is already delivered by me to the minister and Kirk Session; the interest to be divided to such of the poor aforesaid as they think most indigent and deserving; the principal to remain and be kept entire, and never to be disposed upon in whole or in part." No trace of this sum can be found in the cash books of the Kirk Session, although the records bear that the money was received; probably it was thrown into the general fund of the Kirk Session.

XIII.—*Miss Ballantine's Mortification.*

Trustees:

The magistrates of Ayr.
The ministers of the Established Church of Ayr.
The sheriff-substitute of the county of Ayr.
The rector of the academy of Ayr.

Miss Margaret Ballantine, daughter of the deceased William Ballantine, Esq., merchant, Ayr "moved by the necessitous and indigent circumstances of female orphans and women, both widows and unmarried, who have been born of decent parents or received a good education, but who, from losing their parents and husbands early, and their scanty provisions, and the difficulty of getting into any situation or business which will afford them a decent competence, are unable to support themselves," vested a perpetual fund to afford an annuity of 5 l. for the better support of each of five females of the above description, either widows of any age, or orphans under 16 years of age, and also five more females, unmarried women of the description foresaid, above the age of 40; all the above females natives and inhabitants of the burgh of Ayr, the place of her own nativity and residence.

XIV.—*Mair's Mortification.*

Trustees:

The provost and magistrates of Ayr.
The two clergymen of the Established Church of Ayr.

The late Hugh Mair, Esq., in 1821, mortified an annuity of 12 l., for the benefit of an elderly female who has acted faithfully in the capacity of a servant, and maintained a good character, and served in one family at least four years.

Note.—In the statistical account of Scotland, prepared in 1837, besides the bequests above enumerated, the following are mentioned, viz.:—

App. No. 11. "The late Mr. Paterson, of Ayr, who made a large fortune in the West Indies, left the sum of 500*l.* to Glasgow Infirmary; and, in virtue of this bequest, conferred upon Ayr Kirk Session the important privilege of having four patients belonging to the parish constantly on the lists of that useful establishment.—John Fergusson, Esq., of Doonholm, left 1,000*l.* for behoof of the poor of Ayr, the interest of which is paid yearly to the treasurer of the poor's house."

APPENDIX.

List of Annuitants on Smith and Dick's Charities, as at Martinmas, 1865.

At £. 5. a Year.

1. Mrs. Isabella Kennedy.
2. Mrs. Borland.
3. Mrs. Muir.
4. Mrs. Baird.
5. Margaret Dick.
6. Ann Miller.
7. Mrs. Thomas Murdoch.
8. Widow Kerr.
9. Mary Caldwell.
10. Mrs. Hugh Hendrie.
11. Mrs. John Wallace.
12. Alex. McClure.
13. Mrs. Thom.
14. Mrs. M'Glashan.
15. Mrs. Rodger.
16. Mrs. Jamieson.
17. Mrs. James Muir.

At £. 2. a Year.

1. Mrs. Duff.
2. Mrs. A. Bone.
3. Mrs. Fairlie.
4. Mrs. Bellamy.
5. Mrs. Neil.
6. Mrs. Kelso.
7. Mrs. Black.

On No. 4—(Lady John Campbell's Bequest).

1. Mrs. Sturgeon.
2. Mrs. Jane Wharrie or Glen.
3. Mrs. John Murdoch.
4. Mrs. Margaret McBlanc.
5. Mrs. Bryden.
6. Mrs. Givin.
7. Mrs. Eaglestone.
8. Mrs. Hunter.
9. Widow Jane Ross.

Note.—The payment to each at Martinmas 1865, was 2*l.* 10*s.*

On No. 5—(Mrs. Crawford's Bequest).

1. Mrs. Tennant.
2. Janet Picken.
3. Janet Baird.
4. Dead.
5. Mrs. Butney.
6. Agnes Cooper.
7. Ann Robb.

Note.—The payment to each last half year was 2*l.* 15*s.* 8*d.*, *i.e.*, Martinmas 1865.

On No. 9—(Cochrane's Bequest).

1. Mary Reid, Ayr.

On No. 10—(Storrie's Bequest).

1. Christina M'Ewen, Ayr.

On No. 11—(Hume's Bequest).

1. Margaret Black.
2. Janet Dunsmuir.
3. Janet Kerr.
4. Violet Gray.
5. Elizabeth Paton.

On No. 13—(Miss Ballantine's Mortification).

1. Widows.	2. Unmarried Females.
1. Mrs. Grace Baird.	1. B. M'Whinnie.
2. Mrs. Jean Rodger.	2. E. Hutchison.
3. Mrs. Halbert.	3. Janet Smith.
4. Mrs. Marion Lockhart.	4. Ann Graham.
5. Mrs. E. M'Nidder.	5. Janet Houston.

On No. 14—(Mair's Bequest).

1. Margaret Wilson; nearly 40 years in one family.

Note.—The ordinary income of the Kirk Session, so far as not paid to the annuitants above named, is distributed from time to time by the ministers and Kirk Session amongst deserving poor persons.

Appendix, No. 12.

PAPER delivered in by Mr. *Watson*, 22 June 1869. App. No. 12.

TABLE showing the ANNUAL INCREASE in the ASSESSABLE VALUE of REAL PROPERTY in *Scotland* as Assessed for the PROPERTY TAX from 1847–8 till 1865–6, as compared with the INCREASE in the COST of PAUPERISM, showing that while the Cost of Pauperism has increased 49½ per Cent., Real Property has increased during the same Period 61 per Cent.

	Annual Value of Real Property.	Annual Cost of Pauperism.		Annual Value of Real Property.	Annual Cost of Pauperism.
	£.	£.		£.	£.
1847–8 - -	10,240,740	533,073	1857–8 - -	13,809,321	668,472
1848–9 - -	10,703,168	583,613	1858–9 - -	13,885,457	683,912
1849–50 - -	10,792,898	583,590	1859–60 - -	13,974,080	671,515
1850–1 - -	10,695,744	556,044	1860–1 - -	14,601,691	684,354
1851–2 - -	10,993,876	541,889	1861–2 - -	15,128,538	761,934
1852–3 - -	11,060,815	554,700	1862–3 - -	15,279,846	750,182
1853–4 - -	11,998,704	570,713	1863–4 - -	15,478,013	776,455
1854–5 - -	12,175,217	614,423	1864–5 - -	16,254,230	789,928
1855–6 - -	12,460,068	651,000	1865–6 - -	16,524,230	796,574
1856–7 - -	12,578,074	669,852			

Appendix, No. 13.

PAPER put in by Mr. *Robert Ballingal*, 25 June 1869.

TABLE by *Robert Ballingal*, Islay, Argyleshire, showing POPULATION, PAUPERISM, COST of POOR *Scotland*, and in Three Highland Counties, and each Island in the Hebrides; also the Cost per Head Proportion of Poor to Population, as at May 1868.

	Population in 1861.	Registered Poor and Dependents.	Number of Paupers at 14 May 1868.	Total Poor, including Casuals.	Total Cost of Registered Poor.	Total Cost of Poor, including Casuals.	Cost per Head of Population.	Cost per Head of Registered Poor.	Cost per Head of Total Poor, including Casuals.	Proportion of Poor to Population. Registered.	Proportion of Poor to Population. Registered and Casuals.
					£. s.	£. s.	s. d.	s. d.	s. d.		
SCOTLAND	3,062,294	173,746	128,976	275,076	771,390 –	800,448 10	5 –	88 9	50 11	1 in 17·62	1 in 1
Ross and Cromarty	82,427	4,546	4,039	5,240	20,668 –	21,260 –	5 2	90 11	81 1½	1 in 18·13	1 in 15
Argyle	79,587	5,292	4,170	6,655	29,261 –	29,936 –	7 6¼	110 7	89 11½	1 in 13·13	1 in 11
Inverness	89,174	4,928	4,254	5,954	24,836 –	25,357 –	5 8¼	100 9½	85 2	1 in 18·09	1 in 14
Lewis Barvis	4,609	60	55	75	321 16	358 17	1 6¾	107 3¼	95 8	1 in 76·81	1 in 61
Stornoway	8,668	347	309	439	908 14	1,104 16	2 6½	52 4½	50 4	1 in 24·98	1 in 19
Lochs	4,901	110	102	137	370 –	392 16	1 7½	67 3¼	57 4	1 in 44·55	1 in 35
Uig	2,878	71	62	81	308 14	318 6	2 2½	86 11½	78 7	1 in 40·53	1 in 35
TOTAL Lewis	21,056	588	528	732	1,909 4	2,174 15	2 –¾	64 11¼	59 5	1 in 35·8	1 in 28
Harris	4,183	90	81	99	389 3	393 17	1 10½	86 5¾	79 6¾	1 in 46·48	1 in 42
North Uist	3,959	155	138	188	524 13	532 5	2 8¼	67 8½	56 7½	1 in 25·52	1 in 21
South Uist	5,358	190	173	211	582 12	621 10	2 3¾	61 10¼	58 11	1 in 28·2	1 in 25
Barra	1,853	113	106	133	487 16	492 3	5 3¾	86 4	74 –	1 in 16·4	1 in 19
	15,353	548	498	631	1,984 4	2,039 15	2 7¾	72 5	64 7¾	1 in 28·	1 in 24
TOTAL Long Island	36,409	1,136	1,026	1,363	3,893 8	4,214 10	2 3½	68 6½	61 1	1 in 32·05	1 in 26
Kilmuir	2,846	156	139	172	522 10	549 –	3 1¼	66 4¼	63 10	1 in 18·24	1 in 16
Snitzort	2,639	125	105	131	781 15	815 17	6 2¾	125 1	124 6¾	1 in 21·11	1 in 20
Diurinish	4,775	121	118	161	460 9	505 9	2 1½	76 1¼	62 9⅓	1 in 39·48	1 in 29
Bracadale	1,335	115	106	131	360 11	371 18	5 6¾	62 1	56 9½	1 in 11·52	1 in 10
Portree	3,159	147	131	181	641 8	663 10	4 2	87 3¼	73 3⅝	1 in 21·5	1 in 17
Straith	2,664	131	123	160	632 2	651 3	4 10¾	96 6	81 5½	1 in 20·33	1 in 16
Sleat	2,330	102	94	115	492 14	496 8	4 3	97 7	86 4	1 in 22·84	1 in 20
TOTAL Skye	19,748	898	816	1,051	3,891 9	4,053 5	4 1¼	86 8	77 1½	1 in 21·99	1 in 18
Small Isles	567	32	23	37	102 14	105 6	3 8½	64 2¼	55 11	1 in 17·7	1 in 15
Tyree and Coll	3,998	151	120	176	620 18	633 7	2 11½	82 2¾	71 11½	1 in 26·34	1 in 22·7
Kilinman and Kilmore	3,433	191	175	276	981 17	1,033 3	6 –¼	102 9¾	75 1	1 in 17·97	1 in 12·4
Torosay	1,380	142	129	142	626 2	628 2	9 1¼	88 2½	88 5½	1 in 9·72	1 in 9·7
Kilfinichin	2,518	299	260	383	1,150 5	1,183 15	9 4¾	76 11¼	61 9¾	1 in 8·42	1 in 6·5
TOTAL Mull and Iona	7,331	632	564	801	2,758 4	2,845 –	7 10¾	87 3½	72 3½	1 in 11·6	1 in 9·15
Jura and Colonsay	1,650	115	108	135	635 –	638 13	7 8¼	110 5¼	94 7¼	1 in 14·35	1 in 12·2
Islay	10,361	709	594	943	3,547 10	3,664 6	7 –¾	100 –¾	77 8½	1 in 14·61	1 in 11·
Gigha	467	28	25	28	148 2	168 7	7 2½	105 9½	120 3	1 in 16·67	1 in 16·6
TOTAL 25 Parishes	80,531	3,701	–	4,534	15,597 5	16,322 14	4 –⅜	84 3½	74 2½	1 in 21·75	1 in 17·7

Appendix, No. 14.

PAPER handed in by Mr. *Miller*, 29 June 1869.

...LL of KILMALLIE PAUPERS, with their Allowances, and ABSTRACT of ACCOUNTS, for the Year ended 14th May 1868.

...o. ...n ...oll.	NAME.	Age.	Dependents.	Residence.	YEARLY ALLOWANCE. In Money. £. s. d.	In Clothing. £. s. d.	Fuel and Rent. £. s. d.	Extra Diet, Cordials, &c. £. s. d.	TOTAL. £. s. d.	REMARKS.
1	Ann Macmillan	83	–	Bridge of Nevis	3 8 –	1 3 7	– 14 2	- - -	5 5 9	House provided by P. B.
2	Widow P. Maccall	63	–	- - ditto	3 8 –	– 19 8	– 14 2	– 2 4	5 4 2	Ditto - - ditto.
3	Mary Taylor	73	–	- - ditto	3 8 –	– 5 –	- -	- -	3 13 –	Ditto - - ditto.
4	Isabella Irvine	78	–	- - ditto	3 8 –	– 15 5	– 14 2	1 1 1	5 18 8	Ditto - - ditto.
5	Janet Cameron	92	–	Fort-William	1 15 –	– 6 10	– 6 8	1 8 6	3 17 –	Died 1st November 1867.
6	Widow Ann Macgregor	82	–	- - ditto	3 8 –	– 6 4	– 15 10	1 8 4	5 18 6	House belongs to P.B.
7	Widow Jean Macintyre	75	–	- - ditto	1 5 –	- -	– 4 9	- -	1 9 9	Ceased to be chargeable September 1867.
8	Duncan Macphee	74	1	- - ditto	5 – 6	2 13 10	2 19 2	– – 5	10 13 11	
9	Widow B. Macdonald	84	–	- - ditto	3 8 –	– 12 –	1 12 6	1 12 11	7 5 5	
10	Widow C. Macinnes	86	–	- - ditto	3 8 –	– 14 4	– 14 2	1 7 5	6 3 11	Lives with daughter.
11	Widow H. Cameron	64	–	- - ditto	3 8 –	– 15 –	1 15 2	1 5 7	7 3 9	Blind; attended by general nurse.
12	Elizabeth Macintyre	78	–	- - ditto	3 8 –	– 16 4	1 19 2	– 4 1	6 7 7	
13	Margaret Macphee	44	–	- - ditto	3 8 –	1 7 –	- -	- -	4 15 –	Epileptic; lives with father, No. 6.
14	Widow Janet Cameron	74	–	- - ditto	3 8 –	– 10 1	1 12 6	- -	5 10 7	
15	Hughina Macphee	32	1	- - ditto	5 – 6	1 3 9	– 14 2	- -	6 18 5	Spinal disease.
16	Ann Macmaster	93	–	- - ditto	3 8 –	1 13 3	1 12 6	– 16 7	7 10 4	Lives with No. 20.
17	Catherine Kennedy	66	–	- - ditto	3 8 –	1 5 1	1 8 4	– 1 4	6 2 9	
18	Ann Kennedy	43	–	- - ditto	3 8 –	– 15 6	- -	– 3 3	4 6 9	Deformed; lives with mother, No. 30.
19	Christina Macvicar	34	–	- - ditto	3 8 –	– 19 3	– 14 2	1 4 1	6 5 6	Blind; lives with a friend.
20	Ann Swan	69	–	- - ditto	3 8 –	– 16 10	1 14 8	1 11 7	7 11 1	Ditto; attended by general nurse.
21	Widow P. Robertson	69	–	- - ditto	3 8 –	– 13 7	– 12 6	- -	4 14 1	House belongs to P.B.
22	Widow D. Cameron	83	–	- - ditto	2 6 –	– 10 7	– 9 2	1 5 10	4 11 7	Died 14th January 1868.
23	Mary Cameron	70	–	- - ditto	3 8 –	– 15 9	– 14 2	– 3 3	5 1 2	
24	Widow S. Adams	84	–	- - ditto	3 8 –	1 – 6	1 14 2	– 11 9	6 14 4	Lives with grandson.
25	Alex. Maclachlan	58	–	- - ditto	– 5 –	– 8 –	– – 10	– 6 3	1 – 1	Died 24th May 1867.
26	Alice Maclean	54	–	- - ditto	3 8 –	– 12 9	1 17 10	- -	5 18 7	Asthmatic and lame.
27	Susan Cameron	82	–	- - ditto	3 8 –	– 18 –	– 14 2	1 1 6	6 1 8	Lives with brother.
28	Ewen Mackinnon	57	3	- - ditto	6 16 –	- -	- -	– 8 –	7 4 –	Acts as a pilot occasionally.
29	Widow Ann Cameron	72	–	- - ditto	3 8 –	1 2 5	– 14 2	- -	5 4 7	
30	Una Macmillan	51	–	- - ditto	3 8 –	1 4 3	1 12 6	1 3 1	7 7 10	Paralytic.
31	Widow Ann Corbet	45	1	- - ditto	1 7 6	- -	– 5 –	- -	1 12 6	Off roll 2nd September 1867
32	Sarah Maclean	43	–	- - ditto	3 8 –	- -	2 2 6	- -	5 10 6	
33	Widow M. Mackenzie	74	–	- - ditto	3 8 –	– 15 1	1 7 6	– 12 –	6 2 7	
34	Mary Macphee	63	–	- - ditto	3 8 –	– 2 9	1 9 2	– 18 10	5 18 9	Asthmatic.
35	Widow M'V. Cameron	47	1	- - ditto	3 10 6	1 13 7	2 16 2	- -	8 – 3	
36	Jessie Duthie	10	–	- - ditto	3 8	1 6 1	– 14 2	1 12 7	7 – 10	Boarded with general nurse.
37	Peggy Roy Cameron	75	–	- - ditto	4 17 6	– 14 1	1 12 6	– 3 6	7 7 7	
38	Widow Ann M'Lachlan	92	–	- - ditto	2 17 –	– 10 8	– 12 6	1 4 –	5 4 2	Died 13th February 1868.
39	Peter Garvie	69	–	- - ditto	3 8 –	– 5 5	2 19 2	1 1 2	7 13 9	Works a little at his trade.
40	Widow C. Macmaster	70	–	- - ditto	3 8 –	1 2 5	– 13 4	1 9 7	6 13 4	Paralytic; house belongs to P. B.
41	Donald Boyd	76	–	- - ditto	– 5 –	- -	– – 10	- -	– 5 10	Sent to poorhouse, and ceased chargeable, August 1867.
42	Donald Kennedy	81	1	- - ditto	6 16 –	– 14 5	1 5 –	– 4 7	9 – –	House belongs to P. B.
43	Betsy Davidson	77	–	- - ditto	3 5 6	- -	- -	- -	3 5 6	
44	Mary Macphee	59	–	- - ditto	3 8 –	– 4 8	1 – –	– 2 –	4 14 8	Asthmatic.
45	James Campbell	63	2	- - ditto	6 16 –	1 2 7	3 16 8	2 5 7	14 – 10	
46	Widow Lexy Taylor	85	–	- - ditto	3 8 –	– 7 11	– 14 2	– 17 5	5 7 6	
47	Donald Macintyre	73	–	- - ditto	3 8 –	– 10 9	– 13 4	– 3 9	4 15 10	House belongs to P. B.
48	Ann Cameron	70	–	- - ditto	3 8 –	– 17 2	1 12 6	2 – 11	7 18 7	
49	Flora Maclauchlan	78	–	- - ditto	3 8 –	– 9 11	1 10 10	– 10 9	5 19 7	Formerly in Blaich.
50	Flora Rankin	86	–	- - ditto	3 8 –	– 8 4	1 7 6	– 6 –	5 9 10	
51	Alex. Jack	55	–	- - ditto	3 8 –	- -	1 – 10	1 4 9	5 13 7	Has liferent of house.
52	Alex. Macdougall	83	1	- - ditto	3 8 –	– 7 5	3 10 6	1 8 9	8 14 8	Wife died 14th September 1867.
53	Widow M. Macfadyan	59	–	- - ditto	1 15 6	– 7 –	1 – –	- -	3 2 6	Admitted on roll, 15th May 1867.
54	Mary Cameron	65	–	- - ditto	3 8 –	1 3 9	1 7 6	– 3 3	6 2 6	Ditto - - ditto.
55	Duncan Macmillan	51	1	- - ditto	4 16 –	– 15 3	– 14 2	– 13 2	6 18 7	Re-admitted on roll, 21st August 1867,
56	Widow Ann Kennedy	66	–	- - ditto	3 8 –	– 11 8	1 11 8	– 11 6	6 2 10	Admitted on roll, 15th May 1867.
57	Widow Ann Macphee	37	4	- - ditto	7 4 –	2 18 –	1 6 8	– 2 –	11 10 8	Ditto - - 21st August 1867.
58	Angus Macmillan	64	2	- - ditto	5 11 –	2 3 6	– 16 8	2 6 6	10 17 8	Ditto - - 21st August 1867.
59	John Macmaster	58	1	- - ditto	1 16 –	– 9 2	– 4 2	2 14 10	5 4 2	Ditto - - 20th Nov. 1867.
60	Widow Ann Macdonald	64	–	- - ditto	1 10 –	– 10 10	– 3 4	– 2 9	2 6 11	Ditto - - 20th Nov. 1867.
61	Hugh Cameron	45	–	- - ditto	1 17 6	– 13 8	– 8 4	1 – 11	4 – 5	Removed from Edinburgh 15th November 1867.

ROLL of KILMALLIE PAUPERS, with their Allowances, &c.—*continued.*

No. in Reg.	No. on Roll.	NAME.	Age	Dependents.	RESIDENCE.	YEARLY ALLOWANCE. In Money.	In Clothing.	Fuel and Rent.	Extra Diet, Cordials, &c.	TOTAL.	REMARKS.
						£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	
205	62	Mary Macbean	60	–	Fort-William	– 12 –	– –	– 5 10	– –	– 17 10	Admitted on roll 14th Feb 1868.
206	63	Alex. Cameron	70	–	ditto	– 16 6	– 10 –	– 5 –	– –	1 11 6	Ditto – – ditto.
207	64	Ann Macmillan	75	–	ditto	– 16 6	– 7 –	– –	– –	1 3 6	Ditto – – ditto.
208	65	Donald Macpherson	77	–	ditto	– 15 –	– –	2 5 –	– 1 9	3 1 9	Ditto – – ditto.
45	66	Widow F. Macmillan	52	–	Blarmacfoldech	10 – –	– 11 –	– 3 –	– –	10 14 –	Removed to Achintore, 3 September 1867.
188	67	Thomas Macintyre	5	–	ditto	7 – –	– 13 8	– –	– –	7 13 8	Removed to Kilmallie from deen, 23rd March 1867.
189	68	Jane Macintyre	10	–	ditto	3 8 –	1 – 8	– –	– –	4 8 8	Deserted child.
192	69	Mary Boyd	67	–	ditto	3 8 –	– –	– –	– –	3 8 –	Lives with nephew.
96	70	Widow J. Cameron	42	1	Achintore	1 5 –	– –	– 4 2	– –	1 9 2	Off roll 2nd September 186
64	71	Peter Cameron	63	–	Drimarben	1 15 –	– –	1 4 9	– 13 9	3 13 6	Died 16th September 1867
119	72	Widow S. Macmaster	48	1	ditto	3 8 –	1 18 1	– 3 4	– 7 4	5 16 9	Has a small croft.
10	73	Sally Cameron	47	–	Trislaig	1 15 6	– 7 6	– –	– –	2 3 –	Lives with sister.
13	74	Mary Beaton	97	–	ditto	3 8 –	– 10 9	– –	– 3 3	4 2 –	Lives with No. 10.
72	75	Catherine Maclean	47	–	ditto	3 8 –	1 1 6	– 6 8	– 3 3	4 19 5	Rheumatic.
75	76	Peggy Maclean	52	–	ditto	3 8 –	– –	– –	– –	3 8 –	Lives with sister, No. 72.
109	77	Christina Macmaster	46	–	Lochyside	3 8 –	1 14 3	– –	– –	5 2 3	Rheumatic; lives with frie
123	78	Widow Ann Macinnes	61	–	ditto	3 8 –	– 4 6	– –	– –	3 12 6	House provided by P. B.
41	79	Ann Gillies	78	–	Camagell	3 8 –	– 19 1	– 13 4	– 10 6	5 10 11	Ditto.
142	80	Ewen Cameron	79	–	ditto	3 8 –	2 8 –	– 13 4	– –	6 9 4	Ditto.
35	81	Angus Macphee	103	–	Banavie	10 – –	– 9 3	– –	– 2 8	10 11 11	Blind; boarded with a frie
62	82	Mysie Macnaughton	57	–	ditto	3 8 –	– 17 –	– –	– –	4 5 –	House provided by P. B.
94	83	Donald Mackinnon	81	–	ditto	6 13 –	– 10 –	– 13 4	– 3 8	7 19 7	
167	84	Widow Mary Maclucas	84	–	ditto	3 8 –	– 17 8	– 13 4	– 4 2	5 3 2	Lives with friend.
66	85	Widow S. Morrison	79	–	ditto	3 8 –	– 16 10	2 8 4	– 10 5	7 3 7	
186	86	Colin Mackinnon	46	–	ditto	4 16 –	1 19 11	– 12 6	– 12 –	8 – 5	Removed to Kilmallie Linlithgow Poor-house July 1867.
43	87	Widow Margt. Cameron	90	–	Corpach	3 8 –	1 2 2	– –	– 8 7	4 18 9	Lives with daughter.
92	88	Ann Macphee	32	–	ditto	3 8 –	– 14 4	– –	– –	4 2 4	Deformed; lives with brot
97	89	Widow Ann Campbell	34	1	ditto	1 15 –	– –	– –	– –	1 15 –	Off roll 2nd September 18
137	90	Mary Mackenzie	50	–	ditto	3 8 –	– 12 –	– 13 4	– –	4 13 4	Lives with brother.
34	91	Christina Maclachlan	85	–	Fassfern	3 8 –	1 2 9	4 – –	– –	8 10 9	Boarded with Mrs. M'Phe
28	92	Isabella Macmaster	78	–	Corriebeg	3 8 –	– 14 8	– –	– –	4 2 8	Lives with friends.
129	93	Mary Maccoll	62	–	ditto	2 3 –	1 1 9	– –	– 4 11	3 9 8	Now in Fort William.
162	94	Ann Cameron	54	–	ditto	3 8 –	– 18 5	– –	– –	4 6 5	Lives with brother.
47	95	Mary Cameron	44	–	Drimasallie	3 13 –	– –	– –	– –	3 13 –	Deaf.
59	96	Ann Macmillan	74	–	Garvan	3 8 –	– 18 –	1 5 –	– 3 5	5 14 5	Lives with sister.
135	97	Ann Maclachlan	44	–	ditto	3 8 –	– – 6	– 3 3	– –	3 11 9	Deaf.
77	98	Christina Sinclair	79	–	ditto	3 8 –	1 1 –	1 2 6	– –	5 11 6	
152	99	Jean Cameron	67	–	Duisky	3 8 –	– 7 –	– –	– 14 –	4 9 –	
54	100	Martin Macpherson	54	–	Blaich	1 15 6	– –	– –	– –	1 15 6	
128	101	Margaret Livingston	67	–	ditto	3 8 –	– 17 10	– 3 3	– 3 6	4 12 7	Lives with sister.
149	102	Mary Ann Cameron	10	–	ditto	3 8 –	1 12 1	– –	– –	5 – 1	Deserted child; boarded friend.
193	103	Ann Macdonald	71	–	ditto	3 8 –	1 – 5	– –	– –	4 8 5	Admitted on roll 15th 1867.
58	104	Widow Joan Cameron	47	–	Achfupil	3 8 –	1 14 4	– –	– –	5 2 4	
154	105	Mary Livingston	36	–	ditto	3 8 –	1 6 6	2 12 –	– –	7 6 6	Dumb; lives with brother
57	106	Mary Campbell	97	–	Clovulin	3 8 –	1 3 1	– 17 –	– –	5 8 1	House provided by P. B.
126	107	Effie Campbell	78		ditto	3 8 –	1 3 –	– 8 6	– –	4 19 6	Lives with sister, No. 57.
55	108	Widow F. Cameron	67	–	Salachan	3 8 –	1 3 3	– 17 –	– 2 1	5 10 4	
121	109	Ewen Cameron	84	–	Inchree	3 2 6	1 7 4	– –	– 7 11	4 17 9	Died 20th March 1868.
160	110	Mary Mackenzie	77	–	Bunree	3 8 –	– –	– 3 4	– –	3 11 4	Lives with a sister.
37	111	Widow E. Cameron	93	–	Culchenna	3 8 –	– 5 5	1 10 –	1 8 –	6 11 5	Lives with a friend.
124	112	Widow Margt. Cameron	68	–	Onich	3 8 –	1 1 –	– –	– –	4 – –	House provided by P. B.
36	113	Ann Cameron	68	–	Ballachulish	3 8 –	1 9 5	– –	– 2 9	5 – 2	Lives with sister.
44	114	Janet Cameron	79	–	ditto	3 8 –	1 3 2	– –	– –	4 11 2	
125	115	Widow Janet Mackenzie	81	–	ditto	5 – 6	3 4 3	– –	– –	8 4 9	Lives with son.
159	116	Jean Maclean	76	–	ditto	3 8 –	– 10 7	– –	– –	3 18 7	Lives with brother.
200	117	Ann Rankin	60	–	ditto	– 10 –	– 11 –	– 1 8	– 15 5	1 18 1	Admitted on roll 20th Nov 1867. Died 11th J 1868.

ROLL of KILMALLIE PAUPERS, with their Allowances, &c.—*continued.*

LUNATICS IN PRIVATE HOUSES.

No. on Roll.	Name.	Age.	Dependents.	Residence.	Yearly Allowances. In Money.	In Clothing.	Fuel and Rent	Extra Diet, Cordials, &c.	Total.	Remarks.
					£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	
118	John Cameron	88	–	Fort William	8 – –	– 11 3	2 8 8	– –	10 18 11	Died 7th Feb. 1868.
119	Elizabeth Cameron	40	–	Banavie	10 – –	1 11 3	– –	– 8 4	11 19 7	Boarded with Mrs. Cameron.
120	Marjory Cameron	69	–	Drimarben	10 – –	2 6 –	– –	– – 6	12 6 6	Boarded with sister.
121	Alex. Cameron	37	–	Lochyside	7 10 –	2 18 9	– –	– –	10 8 9	Boarded with brother.
122	Donald Cameron	33	–	ditto	7 10 –	3 – 3	– –	– –	10 10 3	Boarded with brother.
123	Eliza Taylor	40	–	Corriebeg	10 – –	1 13 3	– 6 –	– –	11 19 3	Boarded with Mrs. Mackinnon.
124	Mary Grant	68	–	Achfupil	10 – –	– 19 1	– –	– –	10 19 1	Boarded with son.
125	Effie Maclean	44	–	Clovulin	10 – –	1 13 9	– –	– –	11 13 9	Boarded with friend.
126	Ann Mackinnon	18	–	Ballachulish	4 – –	1 9 5	– –	– –	5 9 5	Boarded with father.
127	Agnes Cameron	52	–	Achintore	7 6 –	– 12 –	4 18 8	– 9 8	13 6 4	Removed from asylum to Kilmallie, 10th Sept. 1867.

LUNATICS IN ASYLUM.

128	Mary Macintyre	64	–	Inverness D. A.	24 10 –	– –	– –	– –	24 10 –	
129	Rose Ann Thomson	53	–	ditto	24 10 –	– –	– –	– –	24 10 –	
130	Janet Cameron	43	–	ditto	24 10 –	– –	– –	– –	24 10 –	
131	Ewen Cameron	32	–	ditto	24 10 –	– –	– –	– –	24 10 –	
132	John Macphee	29	–	ditto	24 10 –	– –	– –	– –	24 10 –	
133	Catherine Macgregor	55	–	ditto	24 10 –	– –	– –	– –	24 10 –	
–	Agnes Cameron	52	–	Argyll D. A.	8 12 8	– –	– –	1 14 –	10 6 8	*See* No. 127 above.
134	Mary Macpherson	71	–	Inverness D. A.	17 4 6	– –	– –	4 7 –	21 11 6	Sent to asylum 11th September 1867.

PAUPERS RESIDING IN OTHER PARISHES

135	Flora Macinnes	46	–	City P., Glasgow.	3 18 –	– –	– –	– –	3 18 –	
136	Catherine Maclean	67	–	ditto	– 13 6	– –	– –	– –	– 13 6	Ceased chargeable 5th July 1867.
137	William Ward	30	2	ditto	6 10 –	– –	– –	– –	6 10 –	
138	Widow S. Fraser	73	–	Fort Augustus	3 5 –	– –	– –	– –	3 5 –	
139	Mary Macphee	64	–	St. Cuthbert's	5 15 –	– –	– –	– –	5 15 –	
140	Widow A. Campbell	31	2	Helensburgh	6 6 6	– –	– –	– –	6 6 6	
141	John Macinnes	52	1	Old Monkland	13 4 4	– –	– –	– –	13 4 4	
142	Ann H. Cameron	43	4	Dundee	11 8 5	– –	– –	– –	11 8 5	
143	Ann Maccoll	56	–	Inverawe	4 1 9	– –	– –	– –	4 1 9	
144	Widow Isabella Fraser	44	4	Greenock	11 6 10	– –	– –	– –	11 6 10	
145	Widow Jt. Maclauchlan	26	–	Govan Parish	6 10 –	– –	– –	– –	6 10 –	Died 20th March 1868; daughter Agnes on roll.
146	Janet Macrae	10	–	Glenshiel	– –	– –	– –	– –	– –	Account not rendered.
147	Isabella Macrae	7	–	ditto	– –	– –	– –	– –	– –	Ditto.
148	Widow Ann Cameron	34	–	Abbey, Paisley	5 5 –	– –	– –	– –	5 5 –	
149	Ewen Cameron	82	–	Roseneath	1 11 2	– –	– –	– –	1 11 2	Died 23rd November 1867.
150	Widow Isab. Macpherson.	39	2	Govan	10 8 –	– –	– –	– –	10 8 –	
151	Duncan Cameron	30	2	Barony	4 7 6	– –	– –	– –	4 7 6	Chargeable 23rd November 1867.

Number of Poor on Roll	–	14th May	1859	–	193	– Dependents, 50	–	Total, 243
,, ,,	–	,,	,, 1860	–	178	– ,, 40	–	,, 218
,, ,,	–	,,	,, 1861	–	161	– ,, 35	–	,, 196
,, ,,	–	,,	,, 1862	–	161	– ,, 31	–	,, 192
,, ,,	–	,,	,, 1863	–	141	– ,, 27	–	,, 168
,, ,,	–	,,	,, 1864	–	143	– ,, 27	–	,, 170
,, ,,	–	,,	,, 1865	–	153	– ,, 40	–	,, 193
,, ,,	–	,,	,, 1866	–	148	– ,, 41	–	,, 189
,, ,,	–	,,	,, 1867	–	132	– ,, 32	–	,, 164
,, ,,	–	,,	,, 1868	–	135	– ,, 37	–	,, 172

Population of Kilmallie, Census 1861, 4,272. Proportion of Paupers to Population, including Dependents, 1 in 24.

	£.	s.	d.
Expenditure for Year ending 14th May 1859, including Payment of old Debts – – – –	2,005	4	9
,, ,, ,, 1860 ,, ,, – – – –	1,748	14	3
,, ,, ,, 1861 ,, ,, – – – –	1,870	14	10
,, ,, ,, 1862 – – – – – – – – – –	1,497	13	7
,, ,, ,, 1863 – – – – – – – – – –	1,445	9	–
,, ,, ,, 1864 – – – – – – – – – –	1,492	4	4
,, ,, ,, 1865 – – – – – – – – – –	1,420	6	2
,, ,, ,, 1866 – – – – – – – – – –	1,403	12	6
,, ,, ,, 1867 – – – – – – – – – –	1,401	15	9
,, ,, ,, 1868 – – – – – – – – – –	1,358	14	5

ACCOUNT of CHARGE and DISCHARGE, by *James Miller*, Inspector and Collector for the Parish of *Kilmo* for the Year ending 14 May 1868.

I.—COLLECTOR'S ACCOUNT.

CHARGE.	£.	s.	d.	DISCHARGE.	£.	s.	d.	£.	s.
Arrears outstanding at 14th May 1867, viz., year 1866-67	33	5	3½	Amount collected of Assessment for year 1867-68 (including 5 *l.* 12 *s.* 6 *d.*, authorised to be repaid Lochiel, per Minute of Parochial Board of 21st August 1867)	1,400	8	1		
Ditto 1865-66	20	13	3½	Amount of Arrears year 1866-67	4	13	7		
Part ditto of former years	1	6	6	Ditto former years	1	6	6		
Assessment for year 1867-68	1,446	6	4	Ditto year 1867-68 outstanding	39	1	–½		
				Ditto Exemptions per list	6	17	2½		
				Ditto Arrears outstanding for years 1865-66, 1866-67	49	5	–		
	1,501	11	5					1,501	1

BANK ACCOUNT.

CHARGE.				DISCHARGE.					
Amount lodged by Collector during year	1,400	16	–	Amount drawn by Inspector during year, viz:—					
Interest Allowed	1	16	9	For Relief of Poor and Management	1,335	–	–		
				„ Registration and Sanitary purposes	39	5	–		
				Interest charged	5	4	1		
				Balance at credit as at 14th May 1868	23	3	8		
	1,402	12	9					1,402	12

II.—INSPECTOR'S ACCOUNT.

CHARGE.				DISCHARGE.					
To Cash from Bank	1,335	–	–	1. Registered Poor:					
„ Medical Relief Grant	25	1	10	By Cash Payments to Paupers, including Lunatics in Parish	484	11	6		
„ Cash from other Parishes—payment of Advances to Paupers	44	4	3	„ Clothing to - ditto - ditto	110	10	10		
				„ Extras in Sickness, Cordials, &c.	52	4	8		
				„ Fuel	46	16	10		
				„ Rents of Houses	62	8	4		
				„ Paupers' Houses (Repairs of)	8	13	6		
				„ Paupers residing in other Parishes	139	16	2		
				„ Lunatics in Asylums	178	18	2		
				„ Removals	1	1	6		
				„ Funerals	6	2	–		
				„ Education	7	3	3		
				„ Miscellaneous	4	18	11		
								1,103	
				2. Casual Poor:					
				By Allowances in Money	8	2	6		
				„ „ in other kinds	6	18	11		
								15	
				„ Medical Relief, including Medicines	–		–	70	–
				„ Law Expenses for two years	–		–	10	6
				„ Management, viz.:					
				Inspector's Salary	90	–	–		
				Collector's „	30	–	–		
				General Nurse's Salary	15	–	–		
				Auditor's Allowance	5	–	–		
				Books, Printing, Stationery, Postages, &c. &c.	20	–	5		
								160	–
				„ Balance due to Inspector on last year's account			–	–	5
								1,358	19
				„ Advances to Paupers belonging to other Parishes			–	44	8
				„ Balance in hands of Inspector			–	–	18
	1,404	6	1					1,404	6

REGISTRATION AND SANITARY PURPOSES.

CHARGE.				DISCHARGE.					
To Cash from Bank	39	5	–	By Payments to Registrars	26	10	6		
				Ditto - for Sanitary purposes	12	14	6		
								39	5

Jas. Miller, Inspector and Collector.

I have examined the foregoing accounts of charge and discharge, compared the entries with the vouchers, and found them correct. The balance d by the inspector is 18 *s.* sterling.

D. S. Maclaren, Auditor.

Appendix, No. 15.

PAPER handed in by Mr. *Mackie*, 29 June 1869. App. No. 15.

CORRESPONDENCE between the Board of Supervision and Wick Parochial Board, in *re* Widow Alexander Sinclair, 1868-9.

Note.—On 9th November 1868, applicant complained to the Board of Supervision on the ground of inadequate relief, the Wick Board having offered indoor relief to her and her daughter of 12.

To the Inspector of Poor, Wick.

Sir, Edinburgh, 20 Nov. 1868.

With reference to complaint of inadequate relief of Widow Alexander Sinclair, Salturn-street, Wick, I am to request you to inform me whether the offer of the poorhouse includes the youngest daughter, and what provision the parochial board purpose to make for the protection of the girl of 18, if the mother goes to the poorhouse?

I am, &c.
(signed) *John Skelton*,
Secretary.

Dear Sir, Wick, 25 Nov. 1868.

In reply to your favour of 20th current, on the complaint of Widow Alexander Sinclair, Salturn-street, Wick, I am to state that her dependent daughter, aged 12 years, will be provisioned for in Latheron Poorhouse, along with the mother; for the other daughter of 18 years, nothing will be done by this Board until she applies for relief in the legal form, when her case will be taken into consideration.

I am, &c.
(signed) *D. M'Cormack*,
Inspector.

Sir, Edinburgh, 4 Dec. 1868.

I am directed to inform you that the Board of Supervision has ordered the case of Widow Alexander Sinclair to be submitted to the parochial board of Wick for further consideration. You will therefore lose no time in laying the same before the parochial board. I am further directed to inform you that the Board has resolved that henceforward, when cases of paupers complaining of inadequate relief are remitted, the Board will not hold the complaint to be removed by an increase made to the applicant's allowance, unless the parochial board shall intimate that such increase is to be current from the day noted below, on which the application was received by the Board of Supervision.

I am, &c.

Dear Sir, Wick, 12 Dec. 1868.

Your letter of 4th current in this case was laid before the revising committee of this Board last night, and I am directed to inform you that they adhere to their former decision, viz., indoor relief in Latheron Poorhouse for her and her dependent daughter; the means of conveyance will be afforded them.

I am, &c.

Sir, Edinburgh, 18 Dec. 1868.

With reference to your letters of 25th November and 12th instant, I am to inform you that this Board will not hold the ground of complaint to be removed in the case of Widow Alexander Sinclair until some provision be made for the protection of the girl of 18 if her mother and younger sister enter the poorhouse. It was upon this point that the case was remitted for reconsideration on 3rd instant.

I am, &c.

Dear Sir, Wick, 24 Dec. 1868.

Your letter of 18th current, in the case of Widow Alexander Sinclair, was laid before the revising committee of the Board last night for their consideration; and I am directed to inform you that the committee cannot concur in the view therein set forth, in respect the daughter of 18 years therein referred to suffers from no mental or physical debility, is able-bodied, and therefore not a proper object of parochial relief; but they repeat the offer of indoor relief to the mother and her dependent daughter, aged 12 years.

I am, &c.

Sir, Edinburgh, 31 Dec. 1868.

I am directed to inform you that the Board of Supervision has ordered the case of widow Alexander Sinclair to be remitted to the parochial board of Wick, with intimation that applicant has a just cause of action against the parochial board in the Court of Session, if the offer of the poorhouse

App. No. 15.

poorhouse be not accompanied by an arrangement for the protection of the girl of 18, while the mother is in the poorhouse. You will, therefore, lose no time in laying the same before the parochial board.

I am, &c.

Dear Sir, Wick, 6 Jan. 1868.

In reply to your letter of 31st ultimo, in the case of Widow Alexander Sinclair, I am directed by the parochial board of Wick to transmit to you the inclosed copy minute of the revising committee of the Board, with copy certificate of the medical officer in reference to the daughter aged 18 years.

I am, &c.

(Copy Minute.)

4 Jan. 1869.

"The committee had laid before them the letter of the Board of Supervision, dated 31st ultimo, relative to the case of Widow Alexander Sinclair; and the committee, having considered the same, recommend the Board to adhere to the minute of committee of 23rd ultimo, and direct the inspector to intimate the same to the Board of Supervision, transmitting, at the same time, if possible, a copy certificate of the medical officer of the board of the state of health of Mrs. Sinclair's daughter of 18 years."

(Copy Medical Certificate.)

I have examined Margaret Sinclair, aged 18 years, daughter of Widow Alexander Sinclair, Saltoun-street, Pulteneytown; and hereby certify, on soul and conscience, that in my opinion she is in good health, and quite fit to support herself as a domestic servant.

(signed) *John Smith*,
5 January 1869. Surgeon.

Sir, Edinburgh, 18 Jan. 1869.

I am directed by the Board of Supervision to inform you that the Board has again had under their consideration the application on the ground of inadequate relief, by Widow Alexander Sinclair, together with your letter of 6th instant, and the copy minute of the committee of the parochial board, and certificate of the medical officer therein referred to. The Board are unwilling to issue a minute declaring that the applicant has a just cause of action against the parochial board, and entitling her to pursue the parochial board in the Court of Session, if the resolution of the parochial board proceeded upon a misunderstanding or misapprehension of the views of this Board; and they have accordingly decided, and directed me to make this further explanation for the information of the parochial board. The question is not as to the ability of the applicant's daughter Margaret to maintain herself, nor as to her legal right to relief. But the Board have always held that the offer of indoor relief is inadequate if it is accompanied directly or indirectly by a condition with which it is unreasonable or unnatural to expect compliance. A mother cannot, without undue violence to her natural feelings, be called upon to enter a poorhouse if the effect of her doing so would be to deprive her of the care of a daughter of tender years, and to leave that daughter at the most dangerous period of her life unprotected and exposed to the risk of moral ruin. In such cases the Board always require that the parochial board shall give an assurance that if the mother goes to the poorhouse, the daughter shall be protected during her mother's absence, by being lodged (at her own expense) in a respectable family, or by employment being found for her in respectable domestic service, or in some other way sufficient to effect the object in view.

You will lay this communication before your Board without delay, and intimate their final determination to me.

I am, &c.

Wick, 21 Jan. 1869.

The inspector laid before the committee a further letter received by him from the Board of Supervision, dated 18th current, in relation to the case of Widow Alexander Sinclair, and the committee, having considered the same, think it quite unnecessary to express any opinion on the terms of the letter or the dictum therein laid down, further than to recommend to the Board to adhere to the Minute of Committee of date the 4th current, which has been duly communicated by the inspector to the Board of Supervision.

Sir, Edinburgh, 12 March 1869.

I am directed to inform you that the Board of Supervision of date 11th March current, declared by a Minute that Widow Alexander Sinclair, complaining of inadequate relief, has a just cause of action against the parish of Wick, and that she may now prosecute her claim in the Court of Session I am, &c.

Wick, 19 March 1869.

The committee instructed the inspector to write the following letter to the Board of Supervision in the case of Widow Alexander Sinclair:

Sir, Wick, 19 March 1869.

Your letter of 12th current, relative to the case of Widow Alexander Sinclair, was last night submitted to the revising committee of the parochial board of Wick, and they directed me to express their regret that the Board should have found it consistent with their duty, on the ground stated in your letter of 18th January, to encourage Widow Sinclair to raise an action in the Court of Session against this Board. The parochial board of Wick has already expressed their readiness

readiness to undertake the proper care of the applicant and her daughter, aged 12 years, and they adhere to that resolution. The committee direct me to add, for the information of the Board of Supervision, that Widow Sinclair and her two daughters live in the same house with a son who is married and has a family, and that, therefore, even admitting that the Board of Wick is bound to see after the care of an able-bodied woman of 18 years of age (which they still disclaim), there is no necessity for their interference to do so in this case, as the girl is already provided for in the matter of lodgings with her own brother, being in the same house.

Wick, 10 April 1869.

The committee having again had under consideration the renewed application of Widow Alexander Sinclair for outdoor relief, and having regard to the correspondence which has recently taken place between the Board of Supervision and this Board in reference to this case, particularly to the certificate passed by the former Board to the effect that the applicant has a good ground of legal action against this Board, on the ground of refusing to provide for an able-bodied daughter of 18 years of age, along with the applicant and a daughter of 12 years, and having also respect to the applicant's threat to take advantage of the said certificate, the committee, to avoid incurring the heavy expense of an action in the Court of Session with a pauper, resolve to recommend that indoor relief be offered to the able-bodied daughter, with her mother and sister, and to intimate the same to the Board of Supervision, along with a strong representation against the manner in which the Board has been compelled to submit to an imposition which involves responsibilities on parochial boards never contemplated either by the letter or spirit of the Poor Law, and only submitted to in this case to save the Board from a tedious litigation which, however it might terminate, would involve the Board in an enormous expense.

Sir, Edinburgh, 14 May 1869.

I HAVE to acknowledge receipt of your letter dated the 7th instant, enclosing extract minute of meeting of committee of parochial board, of date 10th April, respecting the case of Widow Alexander Sinclair. I submitted your letter and its enclosure to the Board of Supervision at its meeting yesterday, and I transmit herewith, by their direction, for the information of the parochial board, the accompanying copy of a minute in reference thereto, passed by the Board at that meeting.

I am, &c.

Copy Minute, Board of Supervision, 13 May 1869.

A letter from the inspector, dated 7th May, with extract minute of committee of parochial board of 10th April, respecting the case of Widow Alexander Sinclair, complaining of inadequate relief, as disposed of by the Board on 10th March last, was submitted.

The Board presume that the parochial board are aware that the Act 8 & 9 Vict. c. 83, does not empower or authorise the Board of Supervision to recall or cancel a minute when it has once been issued by them in terms of the 74th section of the statute. The complaint of Widow Alexander Sinclair, dated 9th November 1868, having been finally disposed of, so far as the Board are concerned, by the issue of a minute, the Board have now no further power to deal with it.

But the Board cannot permit the excerpt from the minute of the parochial board of Wick, dated 10th April, to be recorded in their minutes, without at the same time stating that it seriously misrepresents the grounds upon which and the circumstances in which the Board issued a minute in the case of Widow Alexander Sinclair. The Board never required the parochial board "to provide for an able-bodied daughter of 18 years of age, along with the applicant;" and they did not issue their minute on the ground that the parochial board refused to do so. It is unnecessary to repeat the views and object of the Board in this case, for these are explicitly stated in the secretary's letter to the inspector, dated 18th and 31st December 1868, and 18th January 1869, and especially in the last dated letter, in which the Board took pains to explain to the parochial board the grounds upon which they felt it their duty to act. These grounds have always been cheerfully acquiesced in by the other parochial boards, as natural, reasonable, and humane. The complaint of Widow Alexander Sinclair was received at the office of the Board on 12th November 1868, and the Board's final minute was not passed till 11th March 1869. The schedule of complaint contained, in answer to question 17, the following statement: "I will not go to the poorhouse and break up my family, as my girl is sickly, and would have no house to go to." This statement was not contradicted by the inspector in the column of the schedule intended for his remarks, and during the whole of the correspondence extending over a period of four months, while the case was in dependence, no allegation that the applicant's statement was inaccurate was ever made, either by the Board or the inspector. The Board therefore had no alternative but to hold the applicant's statement to be true, and, after the fullest opportunities for explanation, they felt compelled to pass their minute in terms of the 74th section. That minute was passed on 11th March 1869, and it was not until the 23rd March that a letter was received from the inspector, dated 19th March, informing the Board that the applicant lived in the same house with a married son, and that consequently the daughter of 18 was already provided with the protection required in the family of her brother. It thus appears that if any annoyance or expense results to the parochial board or ratepayers of Wick from the issue of the Board's minute, it is entirely attributable to the conduct of the inspector and of the parochial board or its committee.

Wick, 1 June 1869.

App. No. 15. THE committee, with reference to the copy minute of the Board of Supervision, of date 14th May, in regard to the case of Widow Alexander Sinclair, have to state that throughout the discussion of this case they have viewed it less in its minor details than in its leading principle, holding that the law was never intended to throw on boards the care of grown-up and able-bodied women. Aware from the first of the facts of the case, the committee dealt with it on the broad ground of admitted liability for the applicant and her daughter of 12 years of age, to whom they offered indoor relief; and having shown by a medical certificate that the daughter of 18 years was in the enjoyment of robust health, and not "sickly" as the mother reported, they discharged their duty and recommended the Board to resist any attempt to claim on them, even on the ground of "humanity," a responsibility which would open a door for the grossest fraud, and throw on parochial boards duties of the most onerous and responsible character, and which boards would universally shrink from. The committee have no intention of questioning the right of the Board of Supervision to pass the minute certifying that the applicant had a good case against the Board of Wick. At the same time, the Board of Wick having discharged its legal obligations, and acted in good faith throughout the discussion, cannot anticipate that the dictum of the Board of Supervision in this case, which appears to introduce entirely a new feature in poor law administration, will be homologated.

Appendix, No. 16.

PAPERS handed in by Mr. *John Mackie*, 2 July 1869. App. No. 16.

POORHOUSES IN SCOTLAND.

EXPENDITURE of PARISHES having POORHOUSES in 1854 and 1868, as obtained from Reports of Board of Supervision.

Parish.	1854.	1868.	Decrease.	Increase.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Abbey, Paisley - -	5,087 8 6	7,407 19 8	- -	2,320 11 2
Aberdeen - - -	7,040 11 4½	12,196 4 7	- -	5,155 13 2½
Arbroath Comb - -	4,532 5 10	4,715 3 2	- -	179 17 4
Barony - - -	27,241 9 11	46,573 10 11	- -	19,332 - 1
Campbeltown - -	1,917 19 5	3,463 2 11½	- -	1,339 3 5½
Cannongate - -	2,123 19 6	2,603 13 10½	- -	479 14 4½
Dumfries - - -	3,602 11 7	3,291 14 3	310 17 4	—
Dundee - - -	11,938 14 5	16,273 11 7	- -	4,334 17 2
Dunfermline - -	3,910 14 5½	5,181 18 9	- -	1,291 4 3½
Edinburgh - -	20,500 13 3¾	27,755 5 6	- -	7,254 12 3½
Falkirk - - -	3,121 7 3	4,394 11 5½	- -	1,273 4 2½
Forfar - - -	1,407 11 11	2,501 8 5	- -	1,093 16 6
Glasgow - - -	41,160 - 9	45,778 18 10½	- -	4,618 18 1½
Govan - - -	10,062 3 5	18,816 15 -	- -	8,754 11 7
Greenock - - -	5,549 - 6½	9,205 5 1	- -	3,656 4 7½
Inverness - - -	3,367 1 8	6,187 7 9	- -	2,820 6 1
Latheron - - -	1,116 5 6	2,306 14 6	- -	1,190 11 -
North Leith - -	2,167 - 3	2,954 6 7	- -	787 6 4
South Leith - -	7,601 5 1¼	8,836 [illegible] 5	- -	1,234 16 3¾
Liff and Benvie - -	2,675 7 3½	4,338 2 9	- -	1,662 15 5½
Old Machar - -	6,012 5 8½	12,196 4 7	- -	6,173 18 10½
New Monkland - -	3,105 4 11	5,094 17 3	- -	1,989 12 4
Old Monkland - -	3,018 18 10½	5,806 8 4	- -	2,787 9 5½
Paisley - - -	5,933 17 4	7,832 1 11	- -	1,898 4 7
Perth - - -	4,919 12 7	5,935 12 -	- -	1,015 19 5
St. Cuthbert's - -	18,928 6 6	24,281 17 2	- -	5,353 10 5

The above do not include expenditure on poorhouse buildings.

J. W.

App. No. 16.

LAW EXPENSES AND MANAGEMENT.

Law.

Year.	Orkney and Shetland.	Caithness.	Sutherland.	Ross and Cromarty.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.
1856 - - -	36 17 4	107 4 7	100 – 2	288 10 6
1857 - - -	41 2 10	64 6 7	5 17 –	209 8 2
1858 - - -	57 7 4½	493 12 5	23 12 7	238 9 –
1859 - - -	31 5 10	273 6 7	23 19 8	71 7 4
1860 - - -	41 12 9½	103 8 7½	48 15 10	331 19 8
1861 - - -	44 2 4	115 3 2	15 4 8	188 8 3
1862 - - -	43 16 10	172 4 9	52 6 3	131 4 9
1863 - - -	195 17 1	24 14 5	42 – –	195 17 1
1864 - - -	97 15 9½	107 6 9	18 8 8	148 8 10
1865 - - -	58 3 3	130 2 2	25 10 11	419 12 2
1866 - - -	87 12 6	213 11 1	2 2 5	225 4 10
1867 - - -	65 18 4	516 12 6	114 14 9	216 3 4
1868 - - -	119 10 1½	206 3 6	48 17 8	548 11 2
Total - - - £.	821 2 5	2,527 17 1½	521 10 7	3,213 5 1

	£. s. d.
Total.—Orkney and Shetland - - -	821 2 5
Caithness - - - - - -	2,527 17 1½
Sutherland - - - - -	521 10 7
Ross and Cromarty - - - -	3,213 5 1
£.	7,083 15 2½

Management.

Year.	Orkney and Shetland.	Caithness.	Sutherland.	Ross and Cromarty.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.
1856 - - -	497 4 7½	659 9 3½	436 – 3	1,651 12 11½
1857 - - -	448 13 9½	764 11 1½	415 10 11	991 13 11
1858 - - -	460 3 6½	727 17 1	462 2 1	1,940 17 9½
1859 - - -	504 13 10½	940 1 11	479 11 1½	1,805 19 –
1860 - - -	615 1 1¾	976 12 3	497 18 10	1,830 6 5½
1861 - - -	554 4 10	1,021 15 6½	532 18 2	1,925 16 1
1862 - - -	582 14 1	1,028 – –	563 14 7	1,982 2 3
1863 - - -	709 4 10½	1,287 10 6½	603 13 8½	2,467 17 2½
1864 - - -	729 2 9½	1,572 12 11½	538 17 4½	2,673 9 8½
1865 - - -	765 13 7½	1,568 16 9	554 15 8½	2,750 7 3
1866 - - -	735 7 5	1,559 17 10½	788 5 9	2,867 11 1½
1867 - - -	827 18 7½	1,328 16 6½	808 13 –	2,968 14 2
1868 - - -	800 11 2	1,521 – 6½	845 1 11	3,090 3 6½

WICK POOR—NATIVES OF OTHER PARISHES.

(Taken from Parochial Board's Books.)

Number.	Parish of Birth.	Age when Admitted.	Dependents.	How long in Wick.
1	Halkirk	72	–	8 years.
2	Watten	64	–	Husband's settlement in Wick.
3	Latheron	65	–	Ditto.
4	Canisbay	46	–	5 years.
5	Reay	67	–	5 „
6	Canisbay	65	–	5 „
7	Canisbay	95	–	20 „
8	Watten	81	–	25 „
9	Bower	31	–	5 „
10	Halkirk	73	–	Above 5 years.
11	Halkirk	50	6	5 years.
12	Sutherland	70	–	Above 5 years.
13	Halkirk	73	–	Ditto.
14	Reay	47	3	5 years.
15	Sutherland	84	1	Above 5 years.
16	Morayshire	66	–	Husband's settlement.
17	Canisbay	64	–	5 years.
18	Watten	67	–	Above 5 years.
19	Bower	50	2	Ditto.
20	Latheron	65	–	5 years.
21	Tongue	40	1	Husband's settlement.
22	Watten	73	–	Above 5 years.
23	Orkney	50	–	Ditto.
24	Thurso	38	–	Ditto.
25	Canisbay	71	1	5 years.
26	Canisbay	48	–	5 „
27	Reay	56	–	6 „
28	Watten	–	–	5 „
29	Latheron	25	3	5 „
30	France	39	1	10 „
31	Bower	54	–	5 „
32	Canisbay	50	–	5 „
33	Sutherland	62	3	5 „
34	Latheron	27	–	5 „
35	Bower	70	–	5 „
36	Thurso	39	5	5 „
37	Canisbay	66	1	10 „
38	Sutherland	76	–	5 „
39	Sutherland	59	5	5 „
40	Thurso	60	–	20 „
41	Latheron	74	1	5 „
42	Glasgow	24	1	5 „
43	Sutherland	57	1	10 „
44	Sutherland	78	–	20 „
45	Orkney	63	–	5 „
46	Dunnet	75	–	40 „
47	Canisbay	50	–	5 „
48	Canisbay	32	–	5 „
49	Bower	65	–	5 „
50	Reay	63	–	10 „
51	Leith	67	–	30 „
52	Watten	41	3	10 „
53	Canisbay	73	–	5 „
54	Inverness	22	–	6 „
55	Inverness	48	3	– „
56	Canisbay	35	3	5 „
57	Sutherland	60	–	5 „
58	Latheron	60	–	5 „
59	Halkirk	58	–	5 „
60	Latheron	42	3	Husband's settlement, Wick.
61	Canisbay	67	–	5 years.
62	Thurso	58	–	5 „
63	Latheron	41	5	Husband's settlement, 5 years.
64	Thurso	69	1	5 years.
65	Canisbay	78	1	10 „
66	Greenock	19	1	From childhood.
67	Latheron	50	7	Husband's settlement, 5 years.
68	Sutherland	40	7	Ditto.
69	Dunnet	55	–	5 years.
70	Canisbay	80	–	5 „
71	Canisbay	40	2	5 „
72	Ross-shire	56	–	Husband's settlement, Wick.
73	Halkirk	73	1	40 years.
74	Watten	46	–	5 „
75	Latheron	56	–	5 „
76	Bower	62	–	5 „
77	Sutherland	45	–	5 „
78	Sutherland	60	–	5 „
79	Latheron	66	–	5 „
80	Peterhead	66	–	20 „
81	Sutherland	56	–	5 „
82	Thurso	66	1	5 „
83	Halkirk	70	–	10 „
84	Sutherland	45	4	8 „
85	Glasgow	42	–	Father's settlement, Wick.
86	Glasgow	2	–	Ditto.
87	Reay	64	–	5 years.
88	Ross-shire	27	2	5 „
89	Sutherland	60	–	5 „
90	Olrig	63	–	5 „
91	Halkirk	68	–	30 „
92	Canisbay	65	1	10 „
93	Canisbay	72	–	20 „
94	Halkirk	56	–	5 „
95	Reay	48	–	5 „
96	Halkirk	70	–	15 „
97	Bower	56	6	5 „
98	Dunbar	65	5	—
99	Dunnet	52	–	5 „
100	Bower	73	–	15 „
101	Olrig	80	–	10 „
102	Reay	70	–	5 „
103	Dunnet	67	–	20 „
104	Canisbay	61	1	10 „
105	Canisbay	60	4	10 „
106	Olrig	58	2	5 „
107	Sutherland	46	–	5 „
108	Thurso	59	–	5 „
109	Edinburgh	10	–	Father's settlement, Wick.
110	Watten	40	3	10 years.
111	Latheron	75	–	5 „
112	Glasgow	–	–	Father's settlement, Wick.
113	Glasgow	–	–	Ditto.
114	Glasgow	–	–	Ditto.
115	Edinburgh	–	–	Ditto.
116	Edinburgh	54	1	20 years.
117	Olrig	69	–	5 „
118	Dunnet	68	–	10 „
119	Orkney	55	–	5 „
120	Watten	70	–	5 „
121	Latheron	61	–	5 „
122	Inverness	73	–	5 „
123	Halkirk	74	1	30 „
124	Olrig	75	–	5 „
125	Dunnet	58	–	5 „

Number.	Parish of Birth.	Age when Admitted.	Dependents.	How long in Wick.
126	Dunnet - -	66	–	5 years.
127	Latheron -	34	4	5 „
128	Watten - -	25	–	5 „
129	Sutherland -	38	3	5 „
130	Tweedmouth -	68	–	5 „
131	Latheron -	58	2	5 „
132	Banff - -	70	–	20 „
133	Canisbay -	50	3	5 „
134	Halkirk -	80	–	10 „
135	Bower - -	63	–	5 „
136	Canisbay -	62	–	5 „
137	Kirkwall -	52	–	10 „
138	Kirkwall -	55	–	10 „
139	Watten - -	59	–	5 „
140	Latheron -	69	–	5 „
141	Kirkwall -	66	2	5 „
142	Aberdeen -	40	3	5 „
143	Canisbay -	54	–	5 „
144	Watten - -	8	–	Father 5 years in Wick.
145	Dunnet - -	44	–	5 years.
146	Dysart - -	34	4	8 „
147	Berwick -	36	5	5 „
148	England -	67	–	—
149	Latheron -	51	–	5 „
150	Latheron -	66	–	10 „
151	England -	7	–	—
152	England -	7	–	—
153	Latheron -	69	–	10 „
154	Halkirk -	76	–	5 „
155	Tarbert - -	22	–	Never; husband born in Wick, and absent many years.
156	Sutherland -	40	4	5 years.
157	Perthshire -	39	6	5 years.
158	Edrom - -	56	–	10 „
159	Thurso - -	65	–	5 „
160	Airdrie - -	29	5	6 „
161	Reay - -	45	–	5 „
162	Latheron -	40	–	5 „
163	Thurso - -	65	–	Husband's settleme Wick.
164	Dunnet - -	50	–	5 years.
165	Stirling -	35	4	Husband's settleme Wick.
166	Peterhead -	21	1	Husband's settleme Wick.
167	Thurso - -	58	1	5 years.
168	Latheron -	22	–	5 „
169	Lanark - -	38	–	5 „
170	Dunnet - -	39	8	Husband's settleme Wick
171	Dingwall -	22	–	Husband's settlemer
172	Watten - -	31	2	15 years.
173	Sutherland -	46	2	14 „
174	Ross-shire -	56	–	20 „
175	Watten - -	81	–	25 „
176	Reay - -	70	–	10 „
177	Bower - -	63	–	5 „
178	Canisbay -	70	1	25 „
179	Reay - -	70	1	8 „
180	Latheron -	35	4	6 „
181	Inverness -	22	–	6 „
182	Latheron -	45	4	5 „
183	Canisbay -	59	–	5 „
184	Halkirk -	57	7	15 „
185	Canisbay -	61	3	30 „

Lunatics in Asylums.—Total Number, 18.

Number.	Parish of Birth.	Age when Admitted.	Dependents.	How long in Wick.
1	Dunnet - - -	58	–	20 years.
2	Aberdeen - -	35	3	5 „
3	Latheron - -	58	5	5 „
4	Sutherland - -	40	–	5 „
5	Latheron - -	32	1	15 „
6	Renfrew - - -	–	–	Husband's birth settlement, Wick.
7	Canisbay - -	40	2	8 years.

Note.—The above Return shows that more than a third of the paupers on the roll in Wick Parish belong to oth parishes, greater part being from rural parishes in the county. About 10 per cent. are from Sutherland. T second in the Lunatic List is specially referred to in the Report to Wick Parochial Board; the domicile of the fami was in Aberdeen during the five years he resided in Wick.

WICK PAROCHIAL BOARD.

ABSTRACT of APPLICATIONS for RELIEF for One Year (1863), as taken from Application Book.

	Where Born.	Age.	Dependents.	How long in Wick.	Remarks.
	Lews	20	–	7 weeks.	
	Wick	22	–	All life.	
	Perthshire	39	6	5 years.	
	Wick	45	5	All life.	
	Thurso	26	2	3 years.	
	Watten	20	–	9 „	
	Wick	17	–	All life.	
	Wick	63	–	„	
	Wick	42	–	Lifetime.	
	Kirkwall	50	–	14 years.	
	Dunnet	60	3	5 „	
	Wick	51	3	Lifetime.	
	Latheron	71	–	4 years.	
	Olrig	57	–	20 „	
	Glasgow	24	2	2 „	
	Inverness	56	–	5 weeks.	
	Wick	63	–	Lifetime	
	Ireland	65	–	Under 4 years.	
	Wick	29	–	Lifetime.	
	Wick	31	4	„	
	Wick	3	–	„	
	Wick	60	–	„	
	Wick	40	7	„	
	Wick	68	–	12 years.	
	Wick	30	4	Lifetime.	
	Wick	23	1	„	
	Wick	56	–	„	
	Wick	23	1	„	
	Bower	56	5	14 years.	
	Wick	29	2	Lifetime.	
	Wick	4	–	„	
	Wick	54	2	„	
	Reay	56	2	6 years.	
	Bower	73	–	15 „	
	Kirkwall	25	–	Few days.	
	Dunnet	37	5	5 years.	
	Wick	18	–	Lifetime.	
	Wick	50	6	„	
	Thurso	58	–	5 years.	
	Wick	72	–	Lifetime.	
	Wick	63	–	„	
	Latheron	21	–	Few weeks.	
	Wick	81	–	Lifetime.	
	Wick	20	1	„	
	Wick	37	5	„	
	Wick	44	6	„	
	Wick	33	4	„	
	Uig	29	1	Short time.	
	Latheron	31	3	„	
	Leith	40	7	10 years.	
	Watten	19	–	6 „	
	Wick	40	2	Lifetime.	
	Wick	24	–	„	
	Reay	45	–	Short time.	
	Latheron	30	3	Few days.	
	Wick	53	–	Lifetime.	
	Thurso	65	1	5 years.	
	Wick	65	1	Lifetime.	
	Glasgow	40	4	5 years	Husbands' settlement.
	Wick	70	–	Lifetime.	
	Glasgow	33	5	5 years.	
	Bower	47	6	7 years.	
	Wick	74	–	Lifetime.	
	Leith	12	4	-	Four children deserted by father, a sailor.
	Latheron	24	–	5 years.	
	Bower	49	–	2 „	
	Thurso	76	–	-	Chargeable on Tongue.
	Wick	79	1	Lifetime.	
	Canisbay	26	1	5 years.	
	Reay	82	–	5 „	
	Shetland	57	–	2 „	
	Latheron	39	3	7 „	
	S. Ronaldshay	60	–	5 „	
	Latheron	89	–	5 „	
	Thurso	40	6	5 „	
	Wick	21	1	Lifetime.	
	Wick	81	–	„	
	Wick	56	–	„	
	Latheron	48	4	2 years.	

Number.	Where Born.	Age.	Dependents.	How long in Wick.	Remarks.
80	Wick	55	–	Lifetime.	
81	Wick	31	–	„	
82	Wick	24	–	„	
83	Thurso	65	1	5 years.	
84	Wick	30	2	-	Seven years in Glasgow.
85	Halkirk	50	3	5 years.	
86	Wick	48	2	Lifetime.	
87	Sutherland	84	1	5 years.	
88	Greenock	49	6	5 „	
89	Wick	65	–	Lifetime.	
90	Wick	18	–	„	
91	Dunnet	43	4	5 years.	
92	Dunnet	31	5	5 „	
93	Latheron	63	5	Few months.	
94	Wick	71	1	Lifetime.	
95	Canisbay	39	1	5 years.	
96	Halkirk	35	4	1 year.	
97	Wick	63	–	Lifetime.	
98	Canisbay	37	–	3 years.	
99	Wick	47	–	Lifetime.	
100	Wick	28	1	„	
101	Ardross	63	1	5 years.	
102	Halkirk	24	1	3 „	
103	Wick	47	5	Lifetime.	
104	Watten	75	–	5 years.	
105	Sutherland	43	–	3 „	
106	Canisbay	39	1	5 „	
107	Wick	17	1	Lifetime.	
108	Wick	27	3	„	
109	Olrig	63	–	5 years.	
110	Wick	48	2	Lifetime.	
111	Watten	20	–	5 years.	
112	Latheron	20	–	3 „	
113	Old Machar	22	2	Few weeks.	
114	Dunnet	54	3	5 years.	
115	Reay	89	–	3 „	
116	Cromarty	40	–	Brief.	
117	Wick	68	–	Lifetime.	
118	Latheron	22	1	Brief.	
119	Latheron	76	1	„	
120	Wick	22	1	Lifetime.	
121	Halkirk	73	1	5 years.	
122	Latheron	59	–	Brief.	
123	Halkirk	75	1	5 years.	
124	Wick	57	–	Lifetime.	
125	Wick	72	–	„	
126	Uig	20	–	Brief.	
127	Reay	58	1	5 years.	
128	Sutherland	31	3	Brief.	
129	Bower	61	–	„	
130	Latheron	40	5	5 years.	
131	Uig	23	–	Brief.	
132	Edinburgh	19	–	„	
133	Sutherland	40	–	„	*See* foot-note 2.
134	Ireland	40	4	-	
135	Sutherland	55	–	Brief.	Chargeable on Latheron.
136	Wick	61	–	-	
137	Thurso	27	3	Brief.	
138	Sutherland	34	–	„	
139	Wick	27	2	Lifetime.	
140	Lews	22	–	Brief.	
141	Poolewe	29	–	„	
142	Gairloch	27	–	„	
143	Thurso	50	–	„	
144	Thurso	82	–	5 years.	
145	Wick	26	–	Lifetime.	
146	Gorbals	27	1	5 years.	
147	Halkirk	70	–	5 „	
148	Shetland	50	–	5 „	
149	Wick	28	1	Lifetime.	
150	Latheron	32	3	5 years.	
151	Wick	29	–	Lifetime.	
152	Wick	26	3	„	
153	Latheron	39	1	Brief.	
154	Wick	31	–	Lifetime.	
155	Latheron	41	5	5 years.	
156	Olrig	33	5	5 „	
157	Ullapool	24	–	Brief.	
158	Leith	57	–	5 years.	

Number.	Where Born.	Age.	Dependents.	How long in Wick.	Remarks.
159	Wick	42	5	Lifetime.	
160	Wick	30	4	„	Husband's settlement; Reay.
161	Wick	74	1	„	
162	Wick	42	1	„	
163	Dunnet	17	–	Brief.	
164	Wick	72	–	Lifetime.	
165	Latheron	22	–	7 years.	
166	Wick	33	4	Lifetime.	
167	Thurso	63	1	5 years.	
168	Halkirk	21	–	Brief.	
169	Latheron	21	–	„	
170	Wick	46	–	Lifetime.	
171	Wick	20	–	„	
172	Bower	42	1	5 years.	
173	Glasgow	–	5	–	Deserted by father; note 3.
174	Wick	17	–	Lifetime.	
175	Latheron	62	–	5 years.	
176	Dunnet	50	4	4½ „	
177	Latheron	56	–	10 years.	
178	Wick	4	–	Lifetime.	
179	Inverness	83	–	5 years.	
180	Halkirk	63	3	5 „	
181	Wick	70	–	Lifetime.	
182	Banffshire	70	1	5 years.	
183	Wick	64	1	Lifetime.	
184	Canisbay	37	6	5 years.	
185	Latheron	24	–	5 „	
186	At Sea	60	–	5 „	
187	Wick	55	–	Lifetime.	
188	Canisbay	70	1	5 years.	
189	Dunnet	56	3	5 „	
190	Sutherland	37	–	5 „	
191	Wick	52	2	Lifetime.	
192	Sutherland	70	–	Brief.	
193	Wick	71	1	Lifetime.	
194	Watten	20	–	5 years.	
195	Wick	40	4	Lifetime.	
196	Watten	68	–	5 years.	
197	Latheron	33	3	Brief.	
198	Latheran	44	2	Brief.	
199	Ross-shire	60	1	5 years.	
200	Wick	55	–	Lifetime.	
201	Canisbay	63	2	5 years.	
202	Wick	50	1	Lifetime.	
203	Wick	57	–	Lifetime.	

Note 1.—Including dependents; these applications for relief, made in one year, comprehend 487 individuals; 117 of the 203 were natives of Wick, and of the entire number, 66 with 126 dependents (in all 192), or more than a third, had just acquired a settlement in the parish; of these 50, with 90 dependents (in all 140, out of 487), were natives of other parishes in Caithness, who had little more than acquired industrial residence, and had spent most of their lives in these other parishes, chiefly rural.

Note 2.—This pauper, with his family, has been thrice a great expense to the Board, removed to Ireland, and has as often returned, though criminally prosecuted as a rogue and a vagabond. He has again returned, and is now publicly begging, saving himself by not claiming parochial relief.

Note 3.—With these deserted children Wick has no connection whatever, beyond being the children of a man born in the parish and long absent from it; but not acquiring an industrial residence anywhere else.

WICK PAROCHIAL BOARD.

ABSTRACT of Paupers Relieved, Expenditure in Law and Management, and Total Outlay for Ten Years preceding 1869.

Year.	Paupers Relieved.	Law.	Management.	Total Expenditure.
		£. s. d.	£. s. d.	£. s. d.
1859	688	75 19 6½	358 10 1	3,601 13 11
1860	762	250 5 10	332 7 1½	3,945 16 2½
1861	850	63 16 10	387 16 9½	4,065 3 9½
1862	815	37 4 10½	372 7 2	4,158 – 10½
1863	852	2 19 6	360 12 8½	4,399 14 3
1864	971	8 15 11	374 11 5	4,506 12 4½
1865	970	21 9 5	447 4 3	4,688 3 8½
1866	995	77 12 –	485 17 9	5,078 5 –½
1867	928	21 6 –	438 19 5	4,819 17 11
1868	917	129 14 7	383 13 4	4,474 17 4½

Note.—The management comprehends Interest on Bills and Advances, Postages, Rent of Office, and incidents. The increase in 1866 and 1867 was chiefly attributable to the high rate of interest.

The number of Paupers relieved in each of four years previous to 1859 was:—

1855	545
1856	644
1857	656
1858	674

PAUPERISM IN CAITHNESS.

ACCOUNT of PAUPERS RELIEVED and SUMS Expended on the several PARISHES taken from Board of Supervision Reports.

	1855:		1857:		1860:		1862:		1864:		1866:		1867:	
	Number Relieved.	Expenditure.	Number Relieved.	Expenditure.	Number Relieved.	Expenditure.	Number Relieved.	Expenditure.	Number Relieved.	Expenditure.	Number Relieved.	Expenditure.	Number Relieved.	Expenditure.
		£. s. d.		£. s. d.		£. s. d.		£. s. d.		£. s. d.		£. s. d.		£. s. d.
Bower - - -	56	250 11 10	46	273 19 6½	57	374 11 6½	46	355 4 4	59	316 4 5	57	355 17 3	70	320 3 3
Canisbay - - -	106	429 7 3½	113	385 6 8½	120	352 4 7	117	409 8 10	104	385 5 11½	102	452 4 7	118	478 12 6
Dunnet - - -	137	397 3 1	133	415 11 –	130	539 5 1	106	427 18 1	221	482 14 8	133	533 3 10	121	484 9 2
Halkirk - - -	148	539 8 5½	149	512 6 1	134	510 11 9½	93	550 1 1	110	546 17 2	122	855 12 4	120	739 7 11½
Latheron - - -	404	1,195 9 2	485	1,630 2 4	620	1,931 2 4	699	1,785 18 3	468	2,152 2 –	468	2,429 – 6	489	2,306 14 6
Olrig - - -	105	344 4 8½	84	322 – 2	95	395 19 1	105	463 10 11	110	395 12 8	103	381 5 –	95	381 19 4
Reay - - -	153	500 10 8	167	469 1 6	177	642 3 5	123	614 16 2	123	553 11 10	140	526 3 2½	152	508 11 9
Thurso - - -	330	951 12 5	329	1,132 9 2½	332	1,270 19 -½	288	1,305 – 1	256	1,382 2 2	254	1,276 8 6½	298	1,330 – 2
Watten - - -	56	140 10 8½	56	196 17 8	40	173 7 4	44	172 4 2	32	165 3 8	34	177 13 -½	30	189 15 2½
Wick - - -	644	2,334 7 5½	674	2,944 19 4	850	3,356 1 1	852	3,506 18 5	970	3,894 9 3½	928	3,856 3 -½	917	3,647 5 4
	2,139	7,083 5 9½	2,236	8,282 13 3½	2,555	9,546 5 3½	2,473	9,591 – 5	2,453	10,275 3 10½	2,342	10,843 11 4	2,410	10,386 19 2
Outlay on Poorhouse Buildings - -	–	248 – –	–	755 15 2	–	1,157 14 8	–	712 14 8	–	1,118 10 5½	–	839 – 3½	–	779 14 2½
TOTAL - - -	–	7,331 5 9½	–	9,038 8 5½	–	10,703 19 11½	–	10,303 15 1	–	11,393 14 4	–	11,682 11 7½	–	11,166 13 4½

App. No. 16.

PAUPERISM IN THE NORTHERN COUNTIES.

PROGRESS of EXPENDITURE in the Five NORTHERN COUNTIES of *Scotland* during the Eleven Years preceding 1868, as collated from Returns of Board of Supervision, excluding Expenditure on Poor-house Buildings.

YEAR.	Orkney and Shetland. Population 64,065.	Caithness. Population 42,200.	Sutherland. Population 24,157.	Ross and Cromarty. Population 82,427.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.
1856 - - -	4,630 1 5	7,582 2 11	4,294 12 3	10,360 19 1
1857 - - -	4,993 13 3½	8,282 13 3½	4,716 8 1½	19,429 – 8
1858 - - -	5,100 19 –¾	8,708 17 8	4,815 11 1	18,285 18 3
1859 - - -	5,704 10 10½	9,107 11 6	4,983 11 2½	18,471 8 1½
1860 - - -	6,046 1 6	9,546 5 3½	4,963 13 4½	19,042 3 5¼
1861 - - -	6,165 10 7	9,940 10 9	5,159 1 7	18,741 16 11
1862 - - -	6,899 3 1½	9,591 – 5½	5,159 1 3	18,830 1 11½
1863 - - -	7,662 17 1½	10,659 7 4	5,507 7 3½	19,201 6 1½
1864 - - -	8,114 13 5	10,275 3 10½	5,634 17 2½	20,094 13 9
1865 - - -	8,181 10 3	10,486 19 7	5,555 13 5	19,169 6 4
1866 - - -	8,446 8 3	10,843 11 7	5,489 – 10	21,424 2 3
1867 - - -	8,969 1 5	10,386 19 2	5,538 11 9	20,504 14 –

LUNACY IN THE NORTHERN COUNTIES.

1. CAITHNESS.

	No.		£.
1858 -	72	1859 Expenditure -	1,082
1860 -	93	1861 „ -	1,442
1862 -	105	1863 „ -	1,473
1863 -	101	1865 „ -	1,463
1866 -	96	1867 „ -	1,441
1867 -	90	—	—

2. SUTHERLAND.

	No.		£.
1858 -	52	1859 Expenditure -	607
1860 -	51	1861 „ -	735
1862 -	50	1863 „ -	719
1864 -	49	1865 „ -	690
1866 -	46	1867 „ -	686
1868 -	47	—	—

3. ROSS AND CROMARTY.

	No.		£.
1858 -	178	1859 Expenditure -	2,166
1860 -	175	1861 „ -	2,710
1862 -	181	1863 „ -	2,957
1864 -	184	1865 „ -	2,648
1866 -	182	1867 „ -	2,093
1868 -	192	—	—

4. ORKNEY AND SHETLAND.

	No.		£.
1858 -	56	1859 Expenditure -	675
1860 -	58	1861 „ -	762
1862 -	57	1863 „ -	870
1864 -	55	1865 „ -	779
1866 -	54	1867 „ -	762
1868 -	52	—	—

ANALYSIS OF INDEX.

LPHABETICAL and CLASSIFIED LIST of the PRINCIPAL HEADINGS in the following INDEX, with the Pages at which they may be found.

PAGE

BLE-BODIED POOR:
- 1. *Prohibitory State of the Law on the Score of Relief to the Able-bodied* - - - 501
- 2. *Conflicting Views on the Question of a Legal Power in Parochial Boards to relieve the Able-bodied* - - - - - - 501
- 3. *Concurrence of Objections to a Right in the Able-bodied to claim Relief* - - - 502
- 4. *Suggested raising of special Relief Funds for the Able-bodied in Times of Distress* - 502

Paisley, II. - - - - - - - - 571
Twesleton, Mr. - - - - - - - - 590

PEAL:
I. *Applications for Relief* - - - - - - 502
- 1. *Present Appeal to the Sheriff; Approval thereof* - - - - - - - 502
- 2. *Evidence in Disapproval of the Action of the Sheriff* - - - - - - - 503
- 3. *Suggestions for an amended System of Appeal* - - - - - - - 503
- 4. *Opinions adverse to any Appeal from the Parochial Board* - - - - - 504

II. *Amount of Relief* - - - - - - - 504
Court of Session - - - - - - - 524

rea of Chargeability - - - - - - - 504
Ayr, 3 - - - - - - - - - 508
Combination of Parishes - - - - - - 523
County Rating - - - - - - - 524
National Rate - - - - - - - - 569
Union Rating - - - - - - - - 590

SSESSMENT:
- 1. *Three Modes of Assessment under the Act of 1845; Approval necessary on the Part of the Board of Supervision* - - - 505
- 2. *Gradual Adoption of Legal Assessment in lieu of the Voluntary System* - - 506
- 3. *Opinions favourable to the present System of Assessment on Rental* - - - - 506
- 4. *Complaints of Inequality and Unfairness under the present System* - - - 506
- 5. *Conclusions favourable to Assessment on Means and Substance, or Income, with Suggestoins for its Working* - - - 506
- 6. *Conclusions adverse to the foregoing Proposition* - - - - - - - - 507
- 7. *Suggestions on the Subject of Classification and Deductions; Practice now adopted* - 507
- 8. *Opinions favourable to Assessment on the Gross Rental* - - - - - - 508

ASSESSMENT—continued. PAGE
Area of Chargeability - - - - - 504
Collection of Poor Rate - - - - - 522
Combination of Parishes - - - - - 523
Exemptions from Rate - - - - - 528
Feu Duties - - - - - - - 530
Glasgow, IV. 3 - - - - - - - 532
Greenock - - - - - - - - 536
Incidence of Poor Rate - - - - - 540
Mortgagees - - - - - - - - 566
Railways - - - - - - - - 579
Small Occupiers - - - - - - - 584
Valuation - - - - - - - - 591

AYR:
- 1. *Local Dissatisfaction with the Poor Law* - 508
- 2. *Amount and Cost of Pauperism* - - 508
- 3. *Question of Combination of Parishes* - 508
- 4. *Poorhouse; its Management, Application, and Cost* - - - - - - - 509
- 5. *Out-door Relief* - - - - - - 509
- 6. *Mortifications and Bequests* - - - 509
- 7. *Constitution of Parochial Board* - - 509
- 8. *Other Details generally* - - - - 509

Assessment - - - - - - - - 505
Children - - - - - - - - - 520
Lunatics - - - - - - - - - 551

BOARD OF SUPERVISION:
- 1. *Present Constitution of the Board, and Attendance of Members* - - - 514
- 2. *Large Increase in the Staff of the Board* - 515
- 3. *Large Amount of Business transacted* - 515
- 4. *Mode of Transaction of Business* - - 515
- 5. *Harmony of Action between the Central and Local Boards* - - - - 515
- 6. *Testimony to the beneficial Operation generally of the Central Board* - - - 515
- 7. *Question on the other Hand of an Abolition of the Board, or of a Reduction of its Control* - - - - - - - 515
- 8. *Suggestions for a Re-constitution of the Board, and for an improved Attendance* 516
- 9. *Exceptions taken to any Alteration of the Board* - - - - - - - 516
- 10. *Suggestions for an enlarged Jurisdiction in cases of Settlement and in other Matters* - 516
- 11. *Opinions adverse to final Jurisdiction in Questions of Settlement* - - -
- 12. *Questions of Publicity of the Proceedings of the Board* - - - - - - 517

Appeal - - - - - - - - 502
Glasgow, IV. 1 - - - - - - - 532
Legal Questions - - - - - - - 547
Management - - - - - - - - 562

Board of Supervision—continued. PAGE

Out-door Relief, 1 - 570
Parochial Boards, 4, 5 - 574
Public Health Act - 579
Reports and Returns - 581
Uniformity - 590
Wick - 594

Casual Poor - 519
Vagrancy - 591

Causes of Pauperism - 519
Claim to Relief - 522
Drunkenness - 525
Dwellings of the Lower Classes - 527
Education - 528
Improvidence - 540

Children (Boarding-out System):
I. *Generally as to the Advantage of Boarding-out Pauper Children in the Country, instead of bringing them up in the Poor-house* - 520
II. *Particular Instances of the Boarding-out System, and its satisfactory Results* - 520
1. Ayr - 520
2. Dundee - 520
3. Edinburgh - 520
4. Glasgow - 520
5. Paisley - 521
6. Wick - 521
Arran - 505
Education - 528
Illegitimate Children - 539
Iona - 542

Church Door Collections - 521

Claim to Relief - 522
Appeal - 502
Condition of the Poor - 523
Improvidence - 540
Self-Reliance - 581

Combination of Parishes - 523
Area of Chargeability - 504
Ayr, 3 - 508
Edinburgh - 527
Forfarshire - 530
Glasgow, II. - 532
Paisley, III. - 573

Condition of the Poor - 523
Kilmallie - 544
Out-door Relief - 570

Consolidated Fund - 524

Drunkenness - 525

Dundee:
1. *Constitution of the Parochial Board* - 526
2. *Amount and Cost of Pauperism* - 526
3. *Management and Operation of the Poor-house* - 526
4. *Other Details generally* - 527
Children - 520
Lunatics - 551

Edinburgh - 527
Children - 520

Expenditure:
1. *Great Increase of Expenditure on the Poor, and Causes thereof* - 529

Expenditure—continued. PAGE

2. *Returns and Statistics containing various Details* - 529
Appeal - 502
Area of Chargeability - 504
Claim to Relief - 523
Combination of Parishes - 523
Consolidated Fund - 524
Edinburgh - 527
Glasgow, IV. 2 - 532
Irish Poor - 542
Litigation - 550
Lunatic Poor - 551
Management - 562
National Rate - 569
Out-door Relief - 570
Paisley, I. 2, II. 1 - 572
Pauperism - 575
Poorhouses - 576
Salaries - 581
Valuation - 591

Glasgow:
I. *Efficient Management of the Glasgow Parishes* - 532
II. *Question of a Combination of Parishes* - 533
III. *Relief of Able-bodied and Casual Poor* - 533
IV. *Barony Parish* - 533
1. As to the Constitution of the Parochial Board, and as to the Local Bill and Act on the Subject in 1862 - 533
2. Amount and Cost of Pauperism - 533
3. System of Assessment - 534
4. Poorhouse - 534
5. Suggested Restriction upon Out-door Relief and Increase of the Poorhouse Test - 534
6. Other Details generally - 534
V. *City Parish* - 535

Able-bodied Poor, 2 - 501
Aged Couples - 502
Assessment, 6 - 505
Birrell, Robert - 514
Children, II. 4 - 520
Lunatics, II. 3, 4 - 553

Illegitimate Children:
1. *Question as to the Effect of the Poor Law upon the Amount of Illegitimacy* - 539
2. *Larger Amount of Illegitimacy in Scotland than in Ireland* - 539
3. *Difficulty of Proceedings against the Putative Fathers; Suggestions on the Subject* - 540
4. *Suggestions relative to the Application of the Poorhouse Test to Mothers with Illegitimate Children* - 540
5. *Suggested Liability of the Children for their Parents' Support in certain Cases* - 540
6. *Proposal that no Relief be given to Mothers with Illegitimate Children* - 540
7. *Great Evil arising from Illegitimate Children in Poorhouses* - 540

Inspection and Inspectors:
1. *Question as to the Efficiency of the Local Inspection before Relief* - 541
2. *Mode of Appointment and Dismissal of Inspectors; Outline of their Duties* - 541
3. *Remuneration of Inspectors; Expediency of Superannuation* - 541
Appeal - 502

PAGE

h Poor - - - - - - - - - 542
Removal of Poor - - - - - - 580
Settlement - - - - - - - - 582

NATICS:

I. *Generally:*

1. As to the Control vested in the Lunacy Board - - - - - - - - 551
2. Contemplated Abolition of the Board - 551
3. Suggested Amalgamation with the Board of Supervision - - - - - - 551
4. Great Increase in the Number and Cost of Pauper Lunatics since the Extension of Asylums - - - - - - - 551
5. Relative Condition of the Lunatic Poor before and since their Treatment in Asylums 552
6. Question of Removal from Asylums, and of Treatment in Poorhouses or in Private Families - - - - - - - 552
7. Arrangement as to Settlement on Discharge from Asylums - - - - - - 552
8. Remedies required for the Prevention of Lunacy - - - - - - - 552
9. Suggested Charge of Foreign Lunatics upon the Consolidated Fund - - - 553
10. Question of charging Pauper Lunatics generally upon the Consolidated Fund - 553

II. *In particular Parishes:*

1. Ayr - - - - - - - - 553
2. Dundee - - - - - - - - 553
3. Glasgow, Barony Parish - - - 553
4. Glasgow, City Parish - - - - 553
5. Kilmallie - - - - - - - 553
6. Kirkcaldy - - - - - - - 553
7. Lorn Combination - - - - - 553
8. Paisley, Abbey Parish - - - - 553
9. Paisley, Burgh Royal - - - - 554
10. Wick - - - - - - - - 554

anagement - - - - - - - - - 562
Area of Chargeability - - - - - 504
Combination of Parishes - - - - - 523
Expenditure - - - - - - - 529
National Rate - - - - - - - 569
Paisley, I. 3, II. 2 - - - - - - 571
Parochial Boards - - - - - - 574

andates - - - - - - - - - 563
Edinburgh - - - - - - - - 527

EDICAL OFFICERS:

1. *Appointment and Dismissal* - - - 564
2. *Remuneration* - - - - - 564

Medical Relief - - - - - - - - 564
Stimulants - - - - - - - - 589

National Rate - - - - - - - - 569

OUT-DOOR RELIEF:

1. *As to the Control in the Matter of Out-door Allowances* - - - - - 570
2. *As to the Amount of the Relief given* - 570
3. *Abuse in the Expenditure of the Allowances* 570
4. *Suggestions for the Restriction or Abolition of Out-door Relief* - - - - 571
5. *Objections to Out-door Relief being entirely abandoned* - - - - - - 571
6. *Opinion in favour of trusting chiefly to Out-door Relief* - - - - - 571

OUT-DOOR RELIEF—continued. PAGE

Appeal - - - - - - - - - 502
Ayr, 5 - - - - - - - - 508
Classification of Poor - - - - - 522
Expenditure - - - - - - - 529
Pauperism - - - - - - - 575
Relief in Kind - - - - - - - 580
Starvation - - - - - - - 589
Voluntary System - - - - - - 591

PAISLEY:

I. *Abbey Parish* - - - - - - 571

1. Constitution and Working of the Parochial Board - - - - - 571
2. Amount and Cost of Pauperism - 572
3. Cost of Management - - - 572
4. Operation of the Poorhouse - - 572
5. Other Details generally - - - 572

II. *Paisley Parish (Burgh Proper)* - - 572

1. Amount and Cost of Pauperism - 572
2. Cost of Management - - - 572
3. Able-bodied Poor - - - - 572
4. Poorhouse - - - - - - 573
5. Assessment, Exemptions, Arrears, &c. 573
6. Other Details generally - - - 573

III. *Question of combining the two Parishes* - 573

Able-bodied Poor, 2. - - - - - - 501
Assessment, 6. - - - - - - - 505
Children, II. 5 - - - - - - 520
Lunatics, II. 8, 9 - - - - - - 553

PAROCHIAL BOARDS:

1. *Generally as to the present Constitution of Local Boards* - - - - - 574
2. *Suggestions for an improved Constitution* - 574
3. *Question of excluding the Ministers and Members of the Kirk Session as ex officio Members* - - - - - - - 574
4. *Question of increased Jurisdiction in Parochial Boards, and of Freedom from Central Control* - - - - - 574
5. *Proposed Restriction upon Local Administration of Relief* - - - - - 575

Able-bodied Poor - - - - - - 501
Appeal - - - - - - - - 502
Dundee, 1 - - - - - - - - 526
Edinburgh - - - - - - - - 527
Glasgow, IV. 1 - - - - - - - 532
Management - - - - - - - 562
Mandates - - - - - - - - 563
Ministers (Established Church) - - - 566
Out-door Relief - - - - - - 570
Paisley, I. - - - - - - - - 571
Wick - - - - - - - - - 594

Pauperism - - - - - - - - - 575
Ayr, 2 - - - - - - - - - 508
Casual Poor - - - - - - - 519
Causes of Pauperism - - - - - - 519
Children - - - - - - - - 520
Claim to Relief - - - - - - - 522
Dependants - - - - - - - 525
Drunkenness - - - - - - - 525
Dundee, 2 - - - - - - - - 526
Dwellings of the Lower Classes - - - 527
Education - - - - - - - - 528
Expenditure - - - - - - - 529
Free Church Secession - - - - - 532
Illegitimate Children - - - - - 539
Improvidence - - - - - - - 540
Irish Poor - - - - - - - 542
Lunatics - - - - - - - - 551
Out-door Relief - - - - - - - 570
Poorhouses - - - - - - - 576
Public-houses - - - - - - - 579

Pauperism—continued. PAGE

Small Occupiers - - - - - - - - 584
Town Parishes - - - - - - - - 590
Vagrancy - - - - - - - - - 591
Voluntary System - - - - - - - 591

Poorhouses:

1. *Extent and Character of the Poorhouse Buildings; undue Outlay incurred* - 576
2. *Suggestions relative to the Location of the Poorhouses* - - - - - - - 576
3. *Want of improved Classification and Separation of Inmates* - - - - - 576
4. *Recommended Economy on the Score of Diet, &c.* - - - - - - - 577
5. *Suggested Provision of Work for the Inmates* - - - - - - - 577
6. *Evidence in Approval generally of the Poorhouse System, and in favour of an extended Application of the Poorhouse Test* - - - - - - - - 577
7. *Undeserving Character of those who refuse the Poorhouse; Question as to their becoming Vagrants* - - - - - 577
8. *Suggestions for an exclusive System of In-door Relief* - - - - - - 578
9. *Objections to the Poorhouse System, or to its Adoption exclusively* - - - 578
10. *Other Details generally* - - - - 578

Aberdeen - - - - - - - - - 501
Aged Couples - - - - - - - - 502
Children - - - - - - - - - 520
Classification of Poor - - - - - - 522
Dundee, 3 - - - - - - - - - 526
Edinburgh - - - - - - - - 527
Illegitimate Children - - - - - - - 539
Kilmore and Kilbride - - - - - - 544
Kyle Union - - - - - - - - 545
Lorn Combination - - - - - - - 551
Married Couples - - - - - - - 563
Notice of Departure from Poorhouses - - - 569
Oban Poorhouse - - - - - - - 569
Paisley, I. 4, II. 4 - - - - - - - 571
Starvation - - - - - - - - - 589

Poorhouses—continued. PAGE

Tobermory Poorhouse - - - - - - 590
Wick - - - - - - - - - - 594
Workhouses - - - - - - - - 596

Relatives of Pauper (Liability for Support) - - 580
Removal of Poor - - - - - - - 580

Settlement:

1. *Present State of the Law on the Subject of Settlement* - - - - - - - 582
2. *Evidence in Approval on the whole of the existing Law* - - - - - - 582
3. *Conflicting Views on the Question of Birth Settlement* - - - - - - - 582
4. *Effect as regards Litigation* - - - 583
5. *Facilities suggested in connection with Settlement by Residence* - - - - 583
6. *Question of an Abolition of the Law, or of the Adoption of various Amendments* - 583
7. *Proposed Assimilation of the Law in England, Ireland, and Scotland* - - - 584
8. *Proposed Liability of Parishes with reference to Length of Residence* - - - 584
9. *Question of referring all disputed Cases to the Board of Supervision* - - - 584

Area of Chargeability - - - - - - 504
Boundaries of Parishes - - - - - 517
Irish Poor - - - - - - - - 542
Removal of Poor - - - - - - - 580

Small Occupiers - - - - - - - 584
Ratepaying Clauses - - - - - - - 579

Vagrancy - - - - - - - - - 591

Voluntary System - - - - - - - 591
Assessment, 2 - - - - - - - - 505
Church-door Collections - - - - - 521
Claim to Relief - - - - - - - 522
Condition of the Poor - - - - - 523

Wick - - - - - - - - - - 594
Children, II. 6 - - - - - - - - 520
Lunatics, II. 10 - - - - - - - 554
Peterkin, Mr. - - - - - - - - 576

I N D E X.

[*N.B.*—In this Index the *Figures* following the Names of the Witnesses refer to the Questions in the Evidence; and those following *App.* to the Pages in the Appendix.]

A.

ABERDEEN. Large reduction in the number of paupers in Aberdeen since the Act of 1845, and the application of the poorhouse test, *W. Watson* 1812–1816——Construction since 1845 of two large poorhouses in the town, *ib.* 1814–1817——Constant dissatisfaction among the paupers in regard to the amount of allowance from the parish, the average of out-door relief being only 2*d.* per day; insufficiency of this amount, *ib.* 1818, 1819. 1839–1842. 1849–1852. 1907–1911. 1930—1932——Dissatisfaction of the ratepayers, the rates having increased whilst pauperism has decreased; several causes of such increase, *ib.* 1819, 1820. 1843–1846. 1881–1883.

Advantage if there were but one parish in Aberdeen for poor law purposes, *W. Watson* 1966–1968——Want of classification of the women in the poorhouses, *ib.* 1986–1990——Threefold mode of dealing with pauper children in Aberdeen, one plan being to board them out in the country, *ib.* 1991, 1992.

ABLE-BODIED POOR:

1. *Prohibitory State of the Law on the Score of Relief to the Able-bodied.*
2. *Conflicting Views on the Question of a Legal Power in Parochial Boards to Relieve the Able-bodied.*
3. *Concurrence of Objections to a Right in the Able-bodied to claim Relief.*
4. *Suggested raising of Special Relief Funds for the Able-bodied in times of Distress.*

1. *Prohibitory State of the Law on the Score of Relief to the Able-bodied:*

Distinction between the poor law in England and in Scotland as regards the workhouse test and relief to the able-bodied, *Smythe* 373–375——In Scotland no able-bodied person, howsoever destitute, is by law entitled to relief, *ib.* 373. 628. 657–659——Conclusion as to parochial boards having no legal power to relieve able-bodied poor, *Sir J. McNeill* 1565, 1566. 1714.

2. *Conflicting Views on the Question of a Legal Power in Parochial Boards to Relieve the Able-bodied:*

Conclusion favourable to a discretionary power in the parochial boards to raise money by assessment, in order to grant relief to the able-bodied, *Smythe* 657–664. 701–707. 748–756. 773–775——Strong objection to legal power in parochial boards to relieve the able-bodied, the boards already exercising a discretion in the matter in urgent cases, *Fraser* 1162–1166——Doubt as to the expediency or necessity of a power to relieve the able-bodied, such relief being now given occasionally without abuse arising, *Sir J. McNeill* 1567–1571. 1575–1580.

Difficulty experienced at Dundee owing to the prohibition of relief to the able-bodied; grounds for suggesting that the parochial board be vested with a discretion in the matter, *Hay* 2024–2037——Approval of a discretionary power in parochial boards generally on the subject of relief to the able-bodied, *ib.* 2420–2428——Provision of funds by voluntary subscription for the relief of the able-bodied in times of distress in Glasgow, *R. S. Muir* 2758–2768; *M'Lellan* 3359, 3360——Doubtful advantage in empowering the parochial board to relieve the able-bodied, *R. S. Muir* 2762–2783——Decided objection to a discretionary power in parochial boards to relieve the able-bodied, *Menzies* 2958–2960——Discretion formerly exercised in Barony parish, Glasgow, by the parochial board in relieving the able-bodied; conclusion adverse to a discretionary power in the matter, *M'Lellan* 3356–3366——Unsatisfactory result in witness's parish in 1862, when considerable relief was given to the unemployed, *ib.* 3357–3359——Grounds for objecting to a discretionary power in the board of witness's parish to give in-door relief to the able-bodied;

Report, 1869—*continued.*

ABLE-BODIED POOR—continued.

2. *Conflicting Views on the Question of a Legal Power, &c*—continued.

bodied; system of relief of this class in times of distress from private funds, *Beattie* 3651-3657.

Decided feeling at the board of the Abbey parish, Paisley, that they should have a discretionary power to relieve the able-bodied; concurrence in this view with reference especially to times of distress, *Lees* 3950–3961. 4103. 4113. 4117——Grounds for submitting that the Paisley board should be empowered by law to relieve the able-bodied, and that no abuse would arise from their exercise of such power, *Brown* 5437 *et seq.*——The Paisley board are unanimous on the subject of a discretionary power, *ib.* 5437.

Witness considers that parochial boards should have a discretionary power to relieve the able-bodied, and that no abuse of the power would arise, *R. Watson* 5744–5772——Statement in support of the view that it is very undesirable to give power to parochial boards to relieve the able-bodied, *Lennox* 6391–6393——Strong feeling in the north of Scotland against any power in local boards to relieve the able-bodied, *Mackie* 8250, 8251——Views of the Dundee board in favour of their having a discretionary power to relieve the able-bodied; belief that much benefit would arise, without risk of the power being abused, *Isdaile* 8525-8537——Decided objection to a power in parochial boards to relieve the able-bodied, *J. Muir* 8863.

3. *Concurrence of Objections to a Right in the Able-bodied to claim Relief:*

Decided objection to an alteration of the law, so as to give an able-bodied man the right to claim relief, *Smythe* 664. 748-752——Check to mendicancy if the able-bodied had a right to relief; witness, however, objecting to such right, *ib.* 756——Witness strongly objects to a right of relief in the able-bodied, *Lees* 3949. 4103-4105——Strong objection of the Dundee board to any power in the able-bodied to demand relief, *Isdale* 8525.

4. *Suggested raising of Special Relief Funds for the Able-bodied in times of Distress:*

Proposal for the relief of the able-bodied in times of distress by means of a special fund raised from the ratepayers for the occasion, *J. Muir* 8863–8870.

See also *Paisley*, II. 3. *Twisleton, Mr.*

Abolition of the Law. Admission that a poor law must now be maintained, the object in view being to improve it as much as possible, *Wood* 5042. 5051——Belief that the poor of Scotland would be morally better if the present law were abolished altogether and the system before 1845 restored, *Ballingal* 6756——Difficulty in at once abolishing the present poor law, though the poor would have been better off without it, *Bett* 7043——Objection to an abolition of the right to relief under the present law, *J. Muir* 8616–8618.

Accounts (*Parochial Boards*). Careful audit to which witness's accounts are subjected, as inspector of Kilmallie parish, *Miller* 7551, 7552.

Act of 1845. *See* the Headings generally throughout the Index.

Aged Couples. Approval of aged couples receiving allowances, rather than of their entering the poorhouse, *Hay* 2480——Very few aged or infirm married couples in the Glasgow city poorhouse, the rule being to give out-door relief to this class, *R. S. Muir* 2864. 2895–2900. 2903, 2904——Indulgent use of the Barony poorhouse, Glasgow, in the case of old married couples, it being found too expensive, however, to provide separate rooms for them, *M'Lellan* 3345–3352——Considerate way in which old married couples are dealt with in Barony parish, Glasgow; very few of these in the poorhouse, *Beattie* 3503-3505. 3514.

Allowances to Poor. See *Out-door Relief.*

Annual Value. See *Valuation.*

APPEAL:

I. *Applications for Relief:*

1. Present Appeal to the Sheriff; approval thereof.
2. Evidence in disapproval of the Action of the Sheriff.
3. Suggestions for an Amended System of Appeal.
4. Opinions Adverse to any Appeal from the Parochial Board.

II. *Amount of Relief.*

I. *Applications for Relief:*

1. Present Appeal to the Sheriff; approval thereof:

Right of applicants for relief to go before the sheriff if their claims are not acceded to by the inspector, *Smythe* 101, 102——Circumstance of its being no duty of the sheriff to inquire

APPEAL—continued.

I. *Applications for Relief*—continued.

1. Present Appeal to the Sheriff; approval thereof—*continued.*

inquire into the character of applicants for relief, *Smythe* 583-586. 641-644——Approval, on the whole, of the present system of application or appeal by paupers to the sheriff in order to get upon the roll, *Sir J. McNeill* 1585-1589.

Statement of witness's practice, as sheriff, in the investigation of applications for relief; weight attached to the medical certificate in each case, *W. Watson* 1821-1827——It is the reverse of witness's experience that unfit persons are constantly placed upon the roll by the sheriffs, *ib.* 1827——Dissatisfaction of witness in regard to his inability to specify the amount of relief, *ib.* 1828.

Witness has heard of no dissatisfaction with the jurisdiction of the sheriff, *Hay* 2463-2465——Approval of the pauper's power of appeal to the sheriff, *Brown* 5620-5622; *R. Watson* 5773——Practice as to appeals to the sheriff in the parish of Paisley, the system working very satisfactorily, *Brown* 5621-5631——Objections to dispensing with the appeal to the sheriff; satisfactory working of such appeal in Wick, *Mackie* 7961-7984. 7993-8002.

2. Evidence in disapproval of the Action of the Sheriff:

Unsatisfactory character of the inquiry before the sheriff into applications for relief, the truth being better elicited in the inquiry by the Board of Supervision as to the sufficiency of the relief, *Fraser* 878-882. 911, 912——Frequency of undeserving persons being ordered relief by the sheriff, it being a defect that there is no power to remove such persons from the parish roll, *ib.* 882-884. 1160, 1161——Opinion that an increasing number of persons not entitled to relief are put upon the roll, *ib.* 884——Unsatisfactory character of the inquiry by the sheriff further adverted to, *ib.* 1169-1177——Very lax administration of the law in many parishes, owing to the sheriffs usually deciding in favour of persons being placed on the roll, *ib.* 1221-1224.

Objection to the jurisdiction of the sheriff in ordering relief when refused by the parochial board, *Menzies* 2909——Defects of the present action of the sheriff in deciding whether applicants should be placed upon the roll, *M'Lellan* 3367. 3372——The sheriff is not now in a position to determine whether any applicant is a fit object for relief, *Beattie* 3549——Great expense to the parochial board in disputing cases which go before the sheriff, so that they give relief at once, *ib.* 3551. 3567-3575. 3584-3598——Statement of the number of applications to the sheriff in the Barony parish, and the results, *ib.* 3567-3587——Practice as to the cause of refusal being shown to the sheriff before his decision, *ib.* 3571-3573——Advantage in the Barony parish if the poorhouse could be more generally offered in cases sent back by the sheriff, *ib.* 3599-3601.

Advantage as regards the jurisdiction of the sheriff if the inspector's certificate of refusal of relief were necessarily produced in each case, *Lees* 4264-4267——Rare instances of witness's board disputing cases before the sheriff on account of the expense, *ib.* 4269, 4270—— Large number of persons on the roll in Scotland who are perfectly able to work, and who are admitted to relief through the jurisdiction exercised by the sheriff, *Lewis* 4671, 4672——Undue power of the pauper over the ratepayers, by reason of the right of appeal to the sheriff, *Lennox* 6338. 6368, 6369. 6379——Practice at Ayr of offering the poorhouse in cases of appeal to the sheriff, it not being often accepted, *ib.* 6380. 6405, 6406——Way in which the action of the sheriff tends to increase the number of paupers, *Gray* 6486. 6493-6496.

Proposal that the action of the sheriff be dispensed with, as unduly facilitating relief, *Ballingal* 6831-6833——Grounds for recommending that the appeal to the sheriff be abolished, an amended appeal being substituted, *Miller* 7354-7390——Statement showing the difficulties and expense of the appeal to the sheriff in remote country districts, *ib.* 7354-7362. 7374-7376. 7382——Objectionable operation of the system of appeal to the sheriff when applicants are refused relief, *Isdaile* 8509, 8510——Undue facility to relief under the system of appeal to the sheriff; the action of the sheriff should in fact be abolished, *J. Muir* 8589-8597.

3. Suggestions for an Amended System of Appeal:

Opinion that the parochial board, rather than the sheriff, should decide all applications for relief, subject to appeal to the Board of Supervision, *Hay* 2459-2465——Grounds for concluding that the sheriff is not a fit person to decide whether persons should be placed on the roll, it being desirable that the matter should rest with the parochial board, *R. S. Muir* 2585-2591. 2603-2605——Improvement if a committee of each parochial board, or the Board of Supervision, were, instead of the sheriff, to decide in cases of appeal, *Menzie* 2926, 2927.

Improvement if the parochial board were represented before the sheriff, or if the cases were referred to the Board of Supervision instead of to the sheriff, *M'Lellan* 3367. 3373——Modification required as regards the decision of applications by the sheriff, *Beattie* 3547-3557——Opinion that it would be better to put the entire responsibility of refusal

Report, 1869—*continued.*

APPEAL—continued.

I. *Applications for Relief*—continued.

3. Suggestions for an Amended System of Appeal—*continued.*

of relief upon the parochial board, with an appeal in urgent cases to the Board of Supervision, *Beattie* 3554-3556——Respective facilities of access to the Board of Supervision and to the sheriff, *ib.* 3559-3566.

Objections to the right of appeal to the sheriff, it being far better to place the entire responsibility of relief in the parochial board, subject to appeal to the Board of Supervision, *M'Crindle* 5930-5945——Improvement if the appeal to the sheriff were abandoned in favour of appeal to the Board of Supervision, *Lennox* 6379-6381——Unsatisfactory and expensive results of the system of appeal by applicants from the parochial board to the sheriff, it being desirable that the appeal should be to the Board of Supervision, *Gray* 6465-6475. 6479-6481. 6486. 6493-6499.

Suggestion that there should be a committee of the parochial board frequently sitting, to whom the pauper might apply when refused relief by the inspector, there being also an appeal to the Board of Supervision, *Miller* 7354. 7363-7389—— Improvement if the appeal were to the Board of Supervision instead of to the sheriff, *Isdaile* 8510-8514—— Suggestion that on the refusal of relief by the inspector there should be an appeal to a standing committee of the local board, subject to a further appeal to the Board of Supervision, *J. Muir* 8594-8602.

4. Opinions Adverse to any Appeal from the Parochial Board:

Disapproval of an appeal to the Board of Supervision in the first instance; doubt as to any appeal from the parochial board being necessary, *Fraser* 898-922. 1169——Further objection to giving power to the Board of Supervision to strike persons off the roll; expediency rather of such power in the local board, or in a committee of such board, *ib.* 923-925. 1168-1173. 1186, 1187 —— Full discretion proposed in the local boards in the matter of relief, *Mackie* 7959, 7960. 7992.

II. *Amount of Relief:*

Power of appeal to the Board of Supervision when the relief given is considered inadequate, the parish almost invariably increasing the relief if the board decide to that effect, *Smythe* 103, 104——Statement of the number of complaints of inadequate relief adjudicated upon by the board in each year; large proportion of cases in which the applications have been refused, *ib.* 120-131——Explanation that the board acts upon the basis of the absolute right to relief, and independently of assistance from the paupers' relatives, *ib.* 132-134——Adjudication of the board upon questions as to the quantum of relief given, the question of the right to relief resting with the sheriff, *ib.* 135-144——Important improvement since 1845 by requiring questions as to the amount of relief to go before the Board of Supervision, instead of direct to the court of session, *ib.* 141-145. 546-548.

Very careful attention always paid by the board to complaints of inadequate relief, *Smythe* 398-400. 437-440—— Doubt as to the expediency of abolishing the appeal from the parochial boards on questions of insufficient relief; practice in England adverted to hereon, *ib.* 441-443——Large diminution of late years in the complaints of inadequate relief, *ib.* 727, 728.

The present appeal on the question of insufficiency of relief should remain intact, *Fraser* 1169—— Doubt as to the expediency of increased power in the central board on the subject of complaints by paupers as to insufficient allowance, *Menzies* 2932-2938—— Disapproval of taking away the right of appeal from the parochial board to the Board of Supervision, *Beattie* 3543-3546—— Check upon the parochial board limiting the allowance in any case on account of the appeal to the central board, *ib.* 3581-3583. 3603-3605 —— Satisfactory action of the Board of Supervision in the matter of appeals in witness's parish, *Brown* 5619.

See also *Court of Session.*

Applications for Relief. See *Appeal* I. *Inspection, &c.* *Medical Certificate.*

Appointment and Dismissal of Officers. Disapproval of any extension of power in the central board in respect of the local officials, and their appointment or dismissal, *R. S. Muir* 2836-2841—— Approval of power in parochial boards to dismiss their officials, *Gray* 6683, 6684.

See also *Inspection and Inspectors,* 2. *Medical Officers,* 1.

Arbroath. Opinion of the parochial board in favour of an extension of the area of assessment to the county, *App.* 460, 461.

AREA OF CHARGEABILITY:

Less demand for a law of settlement accordingly as the area of chargeability is enlarged, *Smythe* 287-289—— Doubt as to an extension of the area of rating leading to any economy of staff or of expenditure, *ib.* 294-301. 306, 307. 318-329——Still further increase

of

Report, 1869—*continued.*

AREA OF CHARGEABILITY—continued.

of expenditure on the poor but for the system of parish rating, *Smythe* 322–325——Further opinion that an extension of the area of chargeability would not lead to decreased expense, 461. 476. 534.

Objection to an extension of the area of chargeability in connection with an abolition of settlement; great waste of expenditure sure to result, *Fraser* 985-996——Concurrence between certain evidence of witness in 1850, and his views at the present time, as to the great danger of extravagance by an extension of the area of chargeability and management, *Sir J. McNeill* 1450-1460. 1472, 1473——Contemplated extension of the area of chargeability to all Scotland, settlement being at the same time abolished; way in which the rate might be collected and distributed under this plan, *W. Watson* 1942–1949. 1962–1972. 1977–1983——Doubt as to extravagance resulting from a large extension of the area of charge if the local superintendence be improved, *ib.* 1962–1972.

Large saving of expense under the head of management if the area of chargeability and management were extended to the county, *Hay* 2038. 2040 *et seq.*——Feeling at witness's board adverse to an enlargement of the area of assessment, *Lees* 3984, 3985. 3993——Vast improvement if the area of chargeability were extended in all large towns and cities, *Lewis* 4946–4948——Objection to an extension of the area of chargeability in country places, as tending to carelessness and extravagance, *ib.* 4947——Disapproval of the system of parish rating in towns and cities, *Wood* 5193, 5194. 5212——Less economy in administration by an extension of the area of assessment, *R. Watson* 5858.

Approval of an extension of the area of assessment and settlement to the county, the management continuing in the parochial boards, *M'Crindle* 6137–6157——Advantage of enlarging the area of chargeability in rural districts; check thereby to the tendency to force or induce poor people to remove into the towns, *Lennox* 6368. 6372–6376——Proposed discretion in the board of supervision as to the extension of the area, *ib.* 6371.

Disapproval of an extension of the area of chargeability as causing extravagance, *Ballingal* 6781. 6787——Room for great reduction in the cost of management by extending the area, *Mackie* 7844. 7858–7864——Decided approval of an extension of the area of chargeability and management to the county, *Isdaile* 8398. 8404–8407.

Memorandum, prepared by a committee of the Commissioners of Supply for the County of Edinburgh, respecting the proposal to change the area of mananagement, settlement, and rating; conclusions adverse to such change, *App.* 454–456.

See also *Ayr*, 3. *Combination of Parishes.* *County Rating.* *National Rate.* *Union Rating.*

Argyleshire. Statement of the proportion and cost per head of pauperism in Argyleshire, as compared with the rest of Scotland, *Ballingal* 6812. 6814.

Arran. Explanation in connection with the removal of pauper children from Arran at the instance of the Duke of Hamilton, *M'Lellan* 3291–3293. 3304——Sanitary grounds upon which the boarding of the children in the Isle of Arran was objected to by the Duke of Hamilton, many of these children having been scrofulous, *Beattie* 3520. 3527–3529.

Arrestment of Wages. Proposal that the local board should have power of arrestment of wages, and that certain discretion be vested in the inspectors as to recovery from relatives after a decree has been obtained, *Fraser* 893-903. 910——Feeling at witness's board in favour of a power of arrestment of wages, owing to the difficulty in collecting the rates from the smaller occupiers, *Lees* 4042–4045.

ASSESSMENT:

1. *Three Modes of Assessment under the Act of* 1845; *Approval necessary on the part of the Board of Supervision.*
2. *Gradual Adoption of Legal Assessment in lieu of the Voluntary System.*
3. *Opinions favourable to the Present System of Assessment on Rental.*
4. *Complaints of Inequality and Unfairness under the Present System.*
5. *Conclusions favourable to Assessment on Means and Substance or Income, with Suggestions for its Working.*
6. *Conclusions adverse to the foregoing Proposition.*
7. *Suggestions on the Subject of Classification and Deductions; Practice now adopted.*
8. *Opinions favourable to Assessment on the Gross Rental.*

1. *Three Modes of Assessment under the Act of* 1845; *Approval necessary on the part of the Board of Supervision:*

Necessity of the mode of assessment being approved by the Board of Supervision, it resting with the local board to lay on the assessment, *Smythe* 34, 35——Three modes of assessment under the Act of 1845, including the system of rental assessment, *ib.* 35–37——Explanation of the provision in the second mode of assessment, that one-half the assessment should be imposed upon the inhabitants "according to their means or substance," *ib.* 36. 38–44.

ASSESSMENT—continued.

2. *Gradual Adoption of Legal Assessment in lieu of the Voluntary System:*

Details relative to the practice of assessment, or of voluntary contribution, previously to and at the time of the Poor Law Inquiry Commission; gradual increase in the number of assessed parishes, *Smythe* 44–54——Strong feeling formerly against legal assessments, though there has been a power to assess ever since 1579, *ib.* 47–51——Opinion as to no ill effect having been produced in parishes where legal assessments were adopted before the Act of 1845, *ib.* 75–77——Exceptional instances of the Board of Supervision having taken proceedings in order to compel parishes to come under assessment, *ib.* 78–80——Reluctance at first of the localities to adopt assessments, the number of unassessed parishes being, however, now reduced to less than 100, *ib.* 85, 86——Explanation of the causes which have gradually induced the parishes to come under legal assessment, *ib.* 446–450. 598, 599.

3. *Opinions favourable to the Present System of Assessment on Rental:*

Effect of the law of 1845 in largely transferring the relief of the poor from the working classes to the richer classes; equitable adjustment of the burden between the two classes at the present time, *Sir J. McNeill* 1366–1370——Fairness on the whole of the present system of rental assessment, *M'Lellan* 3165——Approval on the whole of the system of assessment on the basis of rental; doubt as to its pressing with special hardship upon shopkeepers, *Beattie* 3818–3820.

4. *Complaints of Inequality and Unfairness under the Present System:*

Great inequality involved in the system of assessment upon rental, *Lewis* 4957, 4958. 4977. 4989, 4990,——Great complaints in Edinburgh and in Mid Lothian relative to the unequal incidence of the poor assessment; good grounds for such complaint, *Wood* 5165–5190——Comment upon the escape from assessment in the case of persons whose whole funds are in shares and mortgages, *ib.* 5167——Admission that whilst the present mode of assessment embraces a largely increased number of the lower classes, and would press very severely upon them but for the practice of exemption, the richer classes may not pay in fair proportion to their means, *Brown* 5590–5606.

Inequality of the assessment on rental, the poorer classes paying an undue proportion of the rates, *M'Crindle* 5980–5985——Feeling among the middle and lower classes in Ayr that the present system is unfair, *ib.* 6083–6086. 6117, 6118——Unequal incidence of the present mode of assessment in Ayr as compared with the plan of means and substance, *ib.* 6087–6091——Very unequal operation of the present system of assessment in Ayr, *Gray* 6593——Unfairness of the present assessment for the poor, there being a great bulk of property which escapes altogether, *Bett* 7144, 7145——Severe pressure upon the working classes under the system of assessment upon rental, *Mackie* 8158, 8159.

5. *Conclusions favourable to Assessment on Means and Substance, or Income, with Suggestions for its Working:*

Suggestions for avoiding the great expense now incurred by having an assessment roll made up in every parish, *Hay* 2085 *et seq.*——Objection to the assessment of the poor-rate on lands and houses, instead of according to means and substance; suggestions on this subject, *ib.* 2087–2098. 2108–2123——Facility of combining the rental and the income-tax in the assessment for the poor-rate, but one roll being necessary, *ib.* 2137–2142——Doubt as to any hardship if the poor-rate were assessed on the basis of the income-tax, and were applied to incomes of 100*l.* a year, *ib.* 2311–2355. 2346–2350——Evidence in favour of assessing upon income instead of upon rent; suggestions for meeting certain difficulties in the collection and allocation of the rate if levied on this principle, *Lewis* 4957–4985.

Unsatisfactory working of the former system of assessment on means and substance in Ayr, owing to the machinery having been defective, *M'Crindle* 5978, 5979. 6080–6086——Evidence in favour of assessment on means and substance, if proper machinery be adopted, and of making all kinds of income contribute to the poor-rate, *ib.* 6079. 6135——Consideration of certain obstacles and objections to the assessment of income for the poor-rate; approval of the collection of the rate together with the income-tax, *ib.* 6092–6136——Contemplated exemption of all incomes less than 35*l.* a-year, *ib.* 6092. 6136.

Numerous amendments suggested in the system of assessment, the present practice being very unsatisfactory, *Lennox* 6338–6367——Proposed assessment of every sort of income as well as of land and houses, *ib.* 6338——All the real wealth of the country should, as far as possible, be assessed, *ib.* 6338. 6342.

Proposition for the adoption of an amended system of means and substance, incomes under 30*l.* a-year being alone exempted; causes of the failure of the former mode of working the system in Ayr adverted to hereon, *Gray* 6593–6604. 6629–6639——Explanation of the unsatisfactory operation of the former system of means and substance in the parish of Ayr, *ib.* 6593. 6598–6602——Approval of a system whereby every man should

Report, 1869—*continued.*

ASSESSMENT—continued.

5. *Conclusions favourable to Assessment on Means and Substance, &c.*—continued.

should be taxed according to his means and substance, it being, doubtless, possible to devise some plan of levying and collecting a rate on this principle, *Bett* 7146–7174.

Proposal that all property assessable under the income-tax be assessed for the poor-rate, *Mackie* 7888–7898. 8126——Use to be made of the Government machinery as regards the assessment for the poor; objection, however, to the income-tax limit being adopted, *ib.* 8223–8228——Evidence in favour of the poor-rate being assessed upon income instead of upon rent, and being collected by the same machinery and on the same principle as the income-tax, incomes under 100*l.* a-year being exempt, *Isdaile* 8412 *et seq.*

6. *Conclusions adverse to the foregoing Proposition:*

Grounds for the conclusion that it is very undesirable to return to the former system of levying the poor-rate on what is termed "means and substance," *Smythe* 331–341 ——Evidence opposed to any alteration in the incidence of taxation, which should comprise a return to the former system of assessment of means and substance, *Fraser* 1014–1031——Statement as to the difficulties to be encountered in connection with a direct assessment of means and substance, *Sir J. McNeill* 1476, 1477. 1479, 1480—— Failure of a former attempt of the City parish of Glasgow to revert to means and substance, *ib.* 1479. 1486——Gradual decrease of the number of parishes assessing on means and substance previously to Mr. Baxter's Bill, *ib.* 1485——Circumstance of assessment on means and substance having been deliberately set aside by the parishes generally, *ib.* 1502——Refusal of the parishes to adopt a mode of assessment similar to that of the income-tax, *ib.* 1502. 1505–1509.

Several objections to a proposal for assessing means and substance for the poor-rate, and for combining the collection with that of the income-tax; inequality, unpopularity and extravagance involved in this plan, *R. S. Muir* 2871–2894——Universal outcry against the system of means and substance in the barony parish, Glasgow, until it was got rid of; good ground for this dissatisfaction, *M'Lellan* 3161, 3162. 3173–3175. 3180, 3181——Several objections to a rate on means and substance, even though collected by the income-tax machinery, *ib.* 3162–3164——Difficulty experienced in the barony parish in collecting the rate on means and substance; probability of a large amount of property escaping taxation under the present system, *ib.* 3167–3177.

Views of the law and finance committees of the Board of Abbey parish, Paisley, adverse to a system of assessment of means and substance, *Lees* 4215–4217. 4220. 4293, 4294 ——Obstacle to a restoration of the assessment on means and substance *Wood* 5168—— Statement showing that the system of means and substance was adopted in the parish of Paisley for the year 1849; that it worked most unequally and unsatisfactorily, and that in consequence of the universal discontent it was at once abandoned in favour of rental with classification, *Brown* 5538–5548. 5560–5567——Unsatisfactory operation of the system of means and substance further adverted to in reference to the escape of large numbers who should have paid, *ib.* 5581–5589.

Fairness in principle of the means and substance system previously to the Act of 1845, as compared with the system of means and substance allowed by the Act, *R. Watson* 5859——Evidence as to the unequal and oppressive working of the assessment upon means and substance when tried in Glasgow, Paisley, and other places since the Act of 1845; very unfair pressure upon the salaried and working classes as compared with the richer classes, *ib.* 5859–5873——Impracticability of assessment with reference to incomes, *J. Muir* 8792, 8793.

7. *Suggestions on the Subject of Classification and Deductions; Practice now adopted:*

Evidence on the subject of assessment and classification in different parishes, the Board of Supervision having no power to insist on a classification, though it might be advisable to grant such power, *Smythe* 600–608——Power of the Board to alter or disapprove any classification, *ib.* 600–604.——Consideration of the effect as regards classification of the measure proposed by the Lord Advocate for making the gross rental the basis of valuation, *ib.* 609–616.

Explanatory statement relative to the practice of classification of lands and heritages for purposes of assessment, and the extent to which adopted; expediency of classification being adopted generally, *Fraser* 1119–1128. 1149–1151——Power and practice of the Board of Supervision as to requiring a classification in cases when the mode of assessment adopted by the parochial board is inequitable or partial, *Sir J. McNeill* 1521–1525—— Further explanations relative to the powers and practice of the Board of Supervision in the matter of local assessment and classification; large exercise of these powers of the Board, there being numerous parishes in which there is classification, *ib.* 1679–1682. 1684–1686. 1689. 1708, 1709.

System of classification in parishes partly burghal and partly landward, the tenant being sometimes assessed on only one-third or one-fourth of the rent of the land, *Hay*

Report, 1869—*continued.*

ASSESSMENT—continued.

7. *Suggestions on the Subject of Classification and Deductions*—continued.

2259–2272——Concurrence to some extent in the views of Mr. Goschen on the subject of deductions and classification; inequality in the case of mills, houses, &c., unless there be a differential scale, *Hay* 2276. 2279–2307. 2366–2379——Examination in reference to the deduction of 20 per cent. now allowed in the assessment of mills and house property reasons for such deduction, *ib.* 2282–2307——Witness would allow a deduction of 10 per cent. on houses, but nothing on land or farms, *Lennox* 6338. 6343–6364——Unfairness in assessing land and houses on the gross rental, *ib.* 6365, 6366——Satisfactory working of the system of classification and deduction adopted in Dundee parish, *Isdaile* 8553–8558. 8561.

Circular letter from the Board of Supervision, dated 10 December 1868, containing explanations and directions respecting the classification of lands and heritages for purposes of assessment, *App.* 457, 458.

8. *Opinions favourable to Assessment on the Gross Rental:*

Statement in favour of assessment upon the full annual value, without deductions, *Sir J. McNeill* 1772–1776——Consideration of the proposal in the Lord Advocate's Bill for abolishing deductions and for making the gross rental the basis of assessment throughout Scotland; objection thereto as regards parishes partly burghal and partly landward, but not as regards burghal parishes, *Hay* 2272–2307. 2356–2383——Question further considered whether the poor-rate as well as the income-tax should not be levied on the gross rental without deduction; concurrence in this view save as regards mixed parishes, *ib.* 2356–2383.

Opinion favourable to the abolition of all deductions and to the retention of classification, *M'Lellan* 3157–3159——Gross rental should be the basis of charge under a universal deduction of 5 per cent., *Ballingal* 6836——Approval of the proposition for assessment on the gross rental, *Mackie* 8202–8204.

See also *Area of Chargeability. Collection of Poor Rate. Combination of Parishes. Exemptions from Rate. Feu Duties. Glasgow*, IV. 3. *Greenock. Incidence of Poor Rate. Mortgagees. Railways. Small Occupiers. Valuation.*

AYR:

1. *Local Dissatisfaction with the Poor Law.*
2. *Amount and Cost of Pauperism.*
3. *Question of Combination of Parishes.*
4. *Poorhouse; its Management, Application, and Cost.*
5. *Out-door Relief.*
6. *Mortifications and Bequests.*
7. *Constitution of Parochial Board.*
8. *Other details generally.*

1. *Local Dissatisfaction with the Poor Law:*

Dissatisfaction of both ratepayers and paupers in Ayr with the working of the present law, *M'Crindle* 5917, 5918.

2 *Amount and Cost of Pauperism:*

Great increase of pauperism and of its cost in the parish of Ayr since the year 1845, whilst the increase of population has been very small, *M'Crindle* 5919–5927. 5949–5954——Large amount of the local pauperism owing to the immigration of Irish labourers, and to the depression in the weaving trade, *ib.* 5927. 5946–5948.

Statement of the total expenditure in 1845 and previous years; receipt in 1845 of 1,085 *l.* from assessment and from mortifications, *Lennox* 6237–6246——Twofold cause of the great increase of pauperism in Ayr since 1845, that is, in the facilities given through application to the sheriff, and in the want of employment of women, *ib.* 6278–6304. 6311–6319——Total expenditure of about 3,500 *l.* in 1868, the pauperism having increased nearly 100 per cent. since 1845 without much increase of population, *ib.* 6286–6301——Amount of the increase of cost under various heads since 1845, *ib.* 6320.

Extent of the increase of expenditure in Ayr parish considered in connection with the increase of pauperism; obstacle to any reduction of cost unless the number of poor be reduced, *Gray* 6537–6554.

3. *Question of Combination of Parishes:*

Evidence favourable to an extension of the area of assessment and settlement to the county, *M'Crindle* 6137–6157——Examination to the effect that witness does not desire a combination of the three parishes in Ayr, though he is favourable to their being combined with the whole county, *ib.* 6174–6207. 6212——Existing power of combination if the three parishes were so inclined, *ib.* 6190. 6208–6211.

Suggested

Report, 1869—*continued.*

AYR—continued.

3. *Question of Combination of Parishes*—continued.

Suggested division of Ayrshire into three areas of chargeability, *Lennox* 6369, 6370——Obstacle to a combination of Newton and Wallace Town with Ayr, the rates being much lower in the latter parish, *Gray* 6489-6492——Advantage of combining the three parishes at Ayr, as admitting of economy of management, such combination to be part of a general system, *ib.* 6504–6520.

4. *Poorhouse; its Management, Application, and Cost:*

Great objection of the poor to the poorhouse; the test is not stringently applied, *M^c Crindle* 6001, 6002——Excellent care of the inmates, *ib.* 6049.

Management of the poorhouse by witness previously to the Act of 1845, whilst he was also a superintendent of out-door poor, *Lennox* 6221——Very long period for which there has been a poorhouse in Ayr, *ib.* 6222, 6223——Various bodies whence the managers or directors of the poorhouse were formerly selected, *ib.* 6223——Particulars relative to the accommodation in the poorhouse, the number of inmates and the cost, previously to 1845; total cost of 3 *s.* 3 *d.* per head per week, including all expenses, *ib.* 6224–6235——Simple and unexpensive fare provided in the poorhouse in former years, more especially for females; great change in recent years, and great increase of female paupers, *ib.* 6271–6277. 6313-6319.

Statement that, as regards Ayr parish, the poorhouse has ceased to be a test, *Gray* 6642. 6678–6681.

5. *Out-door Relief:*

Opinion as to the paupers in Ayr having no good ground of complaint, their allowances being liberal, *M^c Crindle* 5955-5970——Practice of frequently helping the out-door poor with the amount of their rent, *ib.* 6003-6008——Belief that the allowances in the parish are not too liberal, *ib.* 6169-6173.

Smaller allowances to the out-door poor previously to 1845 than in recent years, *Lennox* 6236——Considerable addition made in 1864 to the amount of the out-door allowances, *ib.* 6282–6284——Very little abuse in the expenditure of the allowances in Ayr parish; due restriction upon the amounts given, *ib.* 6377–6379——Facilities for giving some relief to poor persons without placing them on the roll, *Gray* 6728, 6729.

6. *Mortifications and Bequests:*

Small mortifications now left, the rest being dealt with by the kirk session, *Lennox* 6246. 6288——Representation relative to the mortifications and bequests in the parish, amounting to 250 *l.* a year, and now administered by the kirk session and magistrates, instead of by the parochial board, *Gray* 6730-6733——Relinquishment of the management of these mortifications by the parochial board, in accordance with legal advice, *ib.* 6730, 6731——According to the fair meaning of the Act 8 & 9 Vict. c. 83, it was intended that the management of these mortifications should be with the parochial board, *ib.* 6730——Effect of the aid given to poor persons from the mortifications in keeping them off the parish roll, *ib.* 6734, 6735.

Report containing detailed information relative to the mortifications wholly or in part under the management of the kirk session of Ayr, *App.* 476–478——List of annuitants on Smith and Dick's Charities, as at Martinmas 1865, *ib.* 478.

7. *Constitution of Parochial Board:*

Very defective constitution of the Ayr board, the parish being partly landward and partly burghal; amendments suggested, *Gray* 6460–6463.

8. *Other Details generally:*

Large number of small occupiers excused payment on the ground of poverty, *M^c Crindle* 6013, 6014—— Approval by the Ayr board of a certain report drawn up by witness on the subject of the poor law, *Gray* 6437——Efficient exercise of its duties by the board, *ib.* 6484——Facility of dealing with vagrants in Ayr parish, under the Police Act; difficulty in the adjoining parishes of Newton and Wallace Town, *Gray* 6486-6492——Practice till the present year of exempting tenants of houses under 4 *l.*, the proprietors paying the assessment, *ib.* 6593. 6736-6738——Arrangements as to medical attendance in Ayr parish and in the Kyle Union, and as to the remuneration of the medical officers; absence of complaint, *ib.* 6719–6727.

See also *Assessment*, 6. *Children*, II. 1. *Lunatics*, II. 1.

B.

Ballingal, Robert. (Analysis of his Evidence.)—Has had much experience as factor for landowners in Islay and Skye, and has been a member of twenty-eight parochial boards, chiefly in the Western Highlands, 6746–6751——Opinion that the chief defect of the poor

Report, 1869—*continued.*

Ballingal, Robert. (Analysis of his Evidence)—*continued.*

law consists in the discretion given to parochial boards to administer, as benevolently as they please, a legal rate, 6752–6757. 6836——Expediency of some method being laid down by law for dispensing the rate, and of parochial boards being definitively restricted in their appropriation of the funds, 6754. 6836. 6843–6849.

Belief that the poor of Scotland would be morally better if the present poor law were abolished altogether, and the system before 1845 restored, 6756——Great hardship of the present law of settlement in the Western Highlands; amendments suggested, 6758–6780. 6836. 6850–6853——Cruelty involved in the law of removal, 6766–6771——Proposal that different parishes be required to contribute towards the maintenance of any pauper according to his residence therein, 6772, 6773. 6780.

Disapproval of an extension of the area of chargeability as causing extravagance, 6781. 6787——Very objectionable constitution of the local board in Islay during the combination of the three parishes; undue proportion of the benevolent element, 6781. 6784——Absence of similar objection to the constitution of the boards of burghal parishes, as of rural parishes in combination, 6781–6783. 6854–6856——Further objection generally to the large benevolent element in local boards, and to the benevolent action of the boards in dispensing a legal and compulsory rate, 6781. 6793. 6836.

Particulars relative to the pauperism and the expenditure in Islay during the combination and since its dissolution; important economy under the separate system owing to the increased scrutiny, 6784–6811—— Statement of the proportion and cost per head of pauperism in Argyllshire as compared with the rest of Scotland, 6812. 6814——Relative proportion and cost per head in the counties of Ross and Inverness, and in Scotland generally, *ib.*——Details relative to the amount and cost per head of pauperism in the several islands of the Hebrides, 6813–6827——Objection generally to the system and amount of out-door allowances in the western islands, 6819–6827.

Suggested removal of clergymen from parochial boards as actuated too much by benevolent motives, and as not paying rates, 6828. 6830, 6831. 6836——Proposal that the action of the sheriff be dispensed with, as unduly facilitating relief, 6831–6833——Expediency of the inspectors being dismissible by the local boards, 6834–6836.

Summary of witness's proposals for the amendment of the law, 6836——Proposition more especially that parochial boards be debarred by law from giving any in-door relief save to lunatics and permanently disabled persons, whilst there should be no legal out-door relief at all, 6836–6849——Suggestion that pauper lunatics be maintained by Government, 6836—— Also that permanently disabled persons be in course of time so maintained, *ib.*——Contemplated offer of the poorhouse test to the deserving poor, *ib.*——Great evils which are now the effect rather than the cause of pauperism, and which the restrictions proposed by witness would largely remove, *ib.*

Barony Parish, Glasgow. See *Glasgow,* IV.

Beattie, Peter. (Analysis of his Evidence.)—Is inspector of the barony parish of Glasgow; has had twenty-two years' experience of poor relief, 3409–3414——Summary of the duties of an inspector, 3415——Total of seventy-eight assistants or officials in the barony parish; witness exercising a general control, and the poor having facilities of direct representation to him, 3416–3421. 3726–3733——Much better care of the poor in the barony parish than in former years, more especially since 1860; 3422, 3423. 3482——Increase of of pauperism in the parish, but not in proportion to the increase of population, 3422. 3445–3448——Large increase in the average amount of out-door allowances since 1845; doubt as to any corresponding improvement in the condition of the poor, 3423–3440.

Total annual expenditure in each of the last ten years, the increase being considerable in the last three years, owing chiefly to slackness of trade, 3441–3448——Great increase in the population, and the valuation of the parish since 1851; 3448, 3449——Varying per-centage of assessment, the assessment being upon the net value, 3450–3455——Number of paupers in each year since 1845, there having been a large increase in the last few years; exceptional increase also in 1849, when there was great depression in trade, 3456–3467——Statement of the number of applications in each year, the increase being rapid, 3468. 3494.

Acceptance of the poorhouse by about one in three of those to whom it is offered, 3469. 3473—— Conclusion that those refusing the poorhouse are undeserving of relief, and that they subsequently maintain themselves without becoming vagrants, 3470–3481——Practice of vagrants largely to use the poorhouse in winter, 3477–3479. 3481——Requirement of a medical certificate before it is decided whether to give relief, 3480.

Belief that out-door relief is too freely given in the barony parish, and that it tends to demoralise the people and to create pauperism, 3482–3490. 3512, 3513——Want of enlarged poorhouse accommodation, so that the test may be better enforced, care being taken to act judiciously, 3484, 3485. 3491–3502. 3647–3650——Difficulty through the house being so arranged that the accommodation for males and females must be equal,

Report, 1869—*continued.*

Beattie, Peter. (Analysis of his Evidence)—*continued.*

3493. 3620–3626——Considerate way in which old married couples are dealt with; very few of these in the poorhouse, 3503–3505. 3514.

Separate and efficient treatment of the pauper lunatics by the parish; proposal still further to improve the treatment by having an entirely new asylum, 3506–3509——Advantage also of a separate school building, 3510. 3539——Pernicious effect of bringing up children along with adult paupers, as rendering pauperism hereditary, and as causing demoralisation, 3515–3517. 3539——Great benefit by boarding out the children in the country; particulars as to this system, and its successful results in the case of the barony parish, 3516–3542.

Disapproval of taking away the right of appeal from the parochial board to the Board of Supervision, 3543–3546——Modification required as regards the decision of applications by the sheriff, 3547–3557——Great expense to the parochial board in disputing cases which go before the sheriff, so that they prefer to give relief at once, 3551. 3567–3575. 3584–3598——Opinion that it would be better to put the entire responsibility of refusal of relief upon the parochial board, with an appeal in urgent cases to the Board of Supervision, 3554–3566——Statement of the number of applications to the sheriff in the barony parish, and the result, 3567–3587.

Obligation upon witness to relieve applicants within twenty-four hours, or to give a line of refusal, 3571——Practice as to the cause of refusal being shown to the sheriff before his decision, 3571–3573——Check upon the parochial board, limiting the allowance in any case on account of the appeal to the central board, 3581–3583. 3603–3605——Advantage in the barony parish if the poorhouse could be more generally offered in cases sent back by the sheriff, 3599–3601——System of out-door relief in money, relief in kind, as formerly given, having been greatly abused, 3606–3617——Abuse also under the present system, much of the money being spent in drink, 3614. 3617.

Statement of the number and classes of out-door and in-door paupers of the barony parish on the 1st January 1869; 3618, 3619——Great inconvenience in parishes generally through the poorhouse buildings being equally divided between males and females, without proper contrivances for a redivision of the accommodation, 3627–3634——Further statement as to the expediency and economy of restricting out-door relief in the barony parish, and of applying the poorhouse test more rigidly, but judiciously, 3635–3650——Grounds for objecting to a discretionary power in the board to give in-door relief to the able-bodied; system of relief of this class in times of distress from private funds, 3651–3657.

Examination relative to the law of settlement, to the effect that it is very cumbrous and expensive in its operation, and that it would be a great improvement if the only settlement were by birth, 3658–3714. 3721–3723. 3742–3750——Great hardship of the law of removal so that it should be abolished together, 3679–3683——Removal of Irish paupers from Scotland adverted to; improvement if there were a claim upon the parish in Ireland, 3692–3695. 3708–3712. 3745——Conflicting decisions under the present mode of dealing with disputed cases of settlement, 3702–3707.

Objections to the union of any other parish in Glasgow with the barony parish, the size and population of the latter being already very large; less objection if the law of settlement were altered, 3715–3726——Total of nine inspectors in the parish for visiting the poor, 3726——Facilities of the poor for making application to the board, 3733–3736——Impression that the cost of management is about 10 per cent. of the total cost, 3738——Doubt as to a union of parishes leading to much economy in the management, 3739–3741.

Employment of 11 surgeons in the barony parish, the salary of each being 55 *l.*, 3751–3754——Abuse of the former plan of requiring the surgeon to supply medicines out of his salary, a dispensary being now in operation, 3753–3756——Occasional medical relief to poor persons not paupers, 3757, 3758——Check upon the power of the medical officer to give relief without direction from witness or the board, 3759–3764——Statement of the cost of the medicines, salaries, &c.; total of nearly 2,000 *l.* a year 3765–3771——Belief that the Board of Supervision has no control over the appointment or control of any of the medical officers, whereas such control is desirable, 3772–3774.

Great extravagance of administration if there were a national poor-rate, 3779, 3780——Comparatively small amount of arrears in the collection of the rates in the barony parish, such arrears arising chiefly in respect of houses about 10 *l.* value, 3782–3793——Assessment of houses below 4 *l.*; objection to the exemption of this class, 3790–3798——Total of 10,624 houses under 4 *l.*, 3799.

Amendment required in the system of proxies in some parishes, though a total abolition of the system is undesirable, 3800–3805——Interference with discipline in the barony poorhouse, through the power of paupers to leave at twenty-four hours' notice; difficulty in applying a remedy, 3806–3817——Approval, on the whole, of the system of assessment on the basis of rental; doubt as its pressing with special hardship upon shopkeepers, 3818–3820.

Report, 1869—*continued.*

Begg, Rev. Dr. (Analysis of his Evidence.)—Was minister of the parish of Liberton, near Edinburgh, for eight years; has had considerable experience of the working of the poor law, 4348-4351——Inquiry made by witness, several years ago, into the system of assessment and the expenditure in Liberton parish in former years, the first assessment having been made in 1795; 4352——Gradual diminution being made in the assessment of Liberton under the former system, the Act of 1845 having checked such diminution, 4353.

Reference to the views respectively of Dr. Alison and of Lord Pitmilly previously to 1845, upon the question of a new system of poor administration; immense increase of expenditure then anticipated, 4354, 4355——Circumstance of there having been 7542 persons gratuitously engaged in Scotland in the management of the poor previously to 1845; 4355-4363——Opinion as to the very defective character of the Act of 1845, even though a necessity existed for an alteration of the previous law, 4364.

Advantage if the central board had more largely consisted of men practically acquainted with the administration of the poor, 4364——Injurious effect of the amount of check by the central board upon the parochial boards, 4364. 4474——Imperfect constitution of the parochial boards in tenants not having a better right to sit, 4364.

Disadvantage in the church-door collections and old bequests being no longer administered as part of the fund for the poor, 4364, 4365——Inexpediency of the exemption of the parish minister from the poor-rate, 4365——Grounds for the conclusion that the Valuation Act has operated very defectively in the case of shrubberies, deer forests, &c., 4365-4383.

Evidence in support of the view that the present law of settlement greatly complicates the administration of the poor law, and that the adoption of birth settlement would be an immense advantage, 4384 *et seq.*——Undue burden in respect of Irish poor in Scotland under the present law of settlement; importance of birth settlement on this score, 4387-4391. 4433-4444——Avoidance of much litigation if there were settlement by birth, 4396-4399. 4402——Approval of the Board of Supervision being empowered to decide many questions of detail in respect of settlement, &c., 4400, 4401. 4432.

Tendency, under the law of settlement, for poor persons to be driven from the country to the towns; instance of this at Auldbea in Ross-shire, 4402-4431——Objection to a total abolition of settlement, 4446, 4447——Conclusion favourable to birth settlement, 4447, 4448.

Great importance of inquiry into the causes of pauperism, with a view to their removal, 4449— Investigation by witness some years ago, showing that drunkenness was the cause of a vast amount of pauperism, *ib.*——Fruitful source of pauperism in the wretched state of the dwellings of the labouring classes, and the temptations to immorality through the bothy system and the farm-kitchen system, 4449. 4452-4472. 4509 *et seq.*——Importance of improved education as a means of preventing much pauperism, 4449.

Probability of pauperism not having increased in proportion to the increase of population, the amount, however, being still larger than it should be, 4450, 4451——Admission that much has been done to improve the social habits of the lower classes, and to better the condition of the poor, much more, however, still remaining to be done in this direction, 4452——Relative amount of ignorance and illegitimacy in Ireland and in Scotland considered in connection with the effect produced thereby in each country as regards pauperism, 4455-4472.

Belief that there has been much retrogression in Scotland of late years on the subject of pauperism, and that there is no longer the same salutary aversion to the receipt of relief, 4473, 4474. 4481, 4482——Suggestion that the Board of Supervision meet in public, 4474——Grounds for recommending that a clear distinction be drawn between deserving poor and chronic or habitual paupers, and that no out-door relief be given to the latter class, 4474-4480.

Suggestions with a view to the investigation and record of the causes of pauperism; important advantages anticipated from such records and from their publication, 4474-4489——Expediency of a reform of the licensing system in Scotland as one important means of checking pauperism, 4489, 4490. 4496-4498——Salutary diminution of public-houses in Liberton parish owing to facts published by witness some years ago, 4489-4494——Rule generally that where there are many public-houses the poor-rate is high, and *vice versâ*, 4495. 4498.

Concurrence in the view that a pernicious effect is produced by assessing the very small occupiers, and that an increased exemption of this class is desirable, 4499-4509——Proposition for dealing compulsorily with land as sites for houses in or near cities, so as to facilitate the erection of cottages by the lower classes, the want of proper house accommodation in town being the cause of much pauperism, 4509-4512——Suggestions for requiring the landlords in the country to provide separate cottages for labourers on their estates, with a view to a return to the family system; instances in illustration of the great want of such cottages, 4512-4545. 4570-4572.

Further

Report, 1869—*continued.*

Begg, Rev. Dr. (Analysis of his Evidence)—*continued.*

Further conclusion as to the necessity of elevating the social condition of the people in order to check pauperism, 4523. 4525. 4541, 4542. 4572——Great evil of the present poorhouse system, there being a great number of indoor paupers perfectly able to work, for whom it is essential that work be provided, 4545, 4546. 4550-4564——Importance of the poorhouses being located in the country with a view to the employment upon the land of all who are able to work, 4545, 4546. 4552. 4564.

Great mistake in the Board of Supervision having required the erection of poorhouses on an extravagant scale, and in or near large towns, 4545, 4546. 4562, 4563——Long notice suggested before inmates should be allowed to leave the poorhouse, 4546, 4547. ——Necessity of fully considering the vagrancy laws, their being a great excess of vagrancy in many country parishes, 4548, 4549——Great advantage in applying the workhouse test very stringently, and in requiring work from all who can work, as a condition of relief, 4554-4564.

Belief that the old system of poor administration was better, both in principal and practice, than the system since 1845: 4565——Great waste of money under the new system, whilst the poor are no better cared for, 4565, 4566——Admission that there has been much improvement in the care and treatment of lunatics, 4567——Very similar remedies required for the prevention of lunacy as of ordinary pauperism *ib.*——Beneficial operation of Forbes Mackenzie's Act, its value being still greater if means were adopted for the shutting up of shebeens, 4568.

Bett, James. (Analysis of his Evidence.)—Is factor for the Earl of Breadalbane in Argyleshire, and is member of six parochial boards: is also vice-chairman of the Lorn Combination poorhouse at Oban, 6857-6864——Total of seven parishes in the Lorn Combination, having between them 236 billets in the Oban poorhouse, 6865-6872——Effect of the Act of 1845 in rendering the working classes less provident than they were previously, 6878. 6887-6889——Belief that the actual paupers are no better off, by reason of the large allowances which they now receive, 6879-6885——Advantage in one sense of the certainty of relief under the Act, 6886.

Details relative to the very beneficial operation of the poorhouse test in the Lorn Combination; important reduction thereby in the pauperism and the expenditure in particular parishes, 6890 *et seq.*——Belief that the application of the poorhouse test has not been the cause of an increase of vagrancy, 6904. 6963-6968——Unsatisfactory result in the case of certain other parishes, where the poorhouse test has not been strictly applied, or has not been applied at all, 6927-6945——Average of 4½*d.* per day as the cost of maintenance of each indoor pauper, 6947-6949.

Contented state of the really poor who are in the Oban poorhouse, it being only the undeserving and those unwilling to work who object so much to indoor relief, 6950-6961——Difficulty in accounting for the modes resorted to by the outdoor paupers for supplementing the aid received from the rates, 6969-6974——Due care taken in the poorhouse of the infirm and sick poor, 6975-6979——Information relative to the decreased cost of the poor in the parish of Kilmore and Kilbride in 1868 as compared with 1859, owing to the efficiency of the management in the strict use of the poorhouse, 6981. 7035-7042. 7217-7241.

Greater difficulty of dealing with paupers than in former years, owing to their now having a legal claim to relief, 6982-6984——Recommendation that it be made compulsory upon parochial boards to apply the poorhouse test in all cases, 6990-7000. 7046-7058——Difficulty in the Oban district in the case of mothers with illegitimate children, it being desirable to deal more strictly with the fathers, 7003-7006——Few children in the Oban poorhouse; provision made for their education, 7007-7010——Occupation at present of only 55 billets in the poorhouse, several of the parishes having many outdoor paupers, 7011-7014.

Decided objection to ministers as members of the parochial boards, unless they are elected; undue influence of such members in causing too liberal an expenditure, 7018-7042——Opinion that the less the expenditure the better the management, 7037-7042——Difficulty in at once abolishing the present poor law, though the poor would have been better off without it, 7043——Equal care taken of lunatics previously to the present law, 7044.

Argument as regards the poorhouse test, that the individual feelings of the poor should give way to the general good, 7052-7058. 7122-7133——Special circumstances under which a combination poorhouse was not required for the parish of Kilmallie and three other parishes, 7059-7083——Belief that in Kilmore parish all really deserving cases are relieved, 7084, 7085.

Want of increased powers in the Board of Supervision, in order that they might decide all questions of settlement &c., 7086-7090——Improvement if the law of settlement were abolished altogether, or if there were no birth settlement, 7091-7102——Improvement if the central board consisted of paid members who would regularly attend, 7103, 7104.

Suggested extension of the area of chargeability to the whole of Scotland, 7106——A

Report, 1869—*continued.*

Bett, James. (Analysis of his Evidence)—*continued.*

national rate might be collected along with the income tax, 7107——Proposed combination of parishes and reduction of the number of Boards in the administration of a rate spread over all Scotland, the poorhouse being at the same time offered in all cases, 7108-7143——Importance especially attached to a general application of the poorhouse test, 7113-7143.

Unfairness of the present assessment for the poor, their being a great bulk of property which escapes altogether, 7144, 7145——Approval of a system whereby every man should be taxed according to his means and substance, it being doubtless possible to devise some plan of levying and collecting a rate on this principle, 7146-7174——Expediency of abolishing exemptions as far as possible, 7175-7182.

Unnecessary expense in sending pauper lunatics to asylums, 7183-7189——Circumstance of lunatics belonging to the Lorn Combination being now gradually removed from the county asylum, the Lunacy Board having relaxed their rule on this subject, 7188-7198——Approval of an amalgamation of the Lunacy Board and Board of Supervision, 7199-7201.

Appointment of a medical officer in each parish in the Lorn Combination, there being a separate medical officer for the poorhouse; varying salaries paid, 7202-7204. 7214, 7215——Doubt as to the expediency of the dismissal of medical officers resting with the Board of Supervision, 7204-7206——Suggestion that the inspectors be dismissible by the local boards, 7206—— Improvement if the inspectors had more powers; that is, if a better class of men were appointed, and with higher salaries, 7207-7213.

Birrell, Robert. Ungrounded complaints by one Robert Birrell as to his diet and medical treatment in the poorhouse of Glasgow, Barony parish; goodness of the dietary, *Menzies* 2939-2949.

Blind and Deaf and Dumb Poor. Advantage if there were increased accommodation in institutions to which paupers who are blind, or deaf, or dumb, are sent; some district asylums for this class might be desirable, *Sir J. McNeill* 1757-1762——Facilities at Dundee for sending deaf and dumb paupers to institutions, assistance being also sometimes given to poor parents who are not paupers, to enable them to place their deaf and dumb children at institutions, *Hay* 2497-2501. 2504, 2505——Practice in the Abbey parish, Paisley, not to offer the poorhouse to blind paupers who are adults, *Lees* 4162-4164——Opinion that the blind and deaf and dumb should be supported by the State in all cases where the relatives cannot support them, *Miller* 7563-7567.

Board of Supervision:

1. *Present Constitution of the Board, and Attendance of Members.*
2. *Large increase in the Staff of the Board.*
3. *Large amount of Business transacted.*
4. *Mode of transaction of Business.*
5. *Harmony of Action between the Central and Local Boards.*
6. *Testimony to the Beneficial Operation generally of the Central Board.*
7. *Question on the other hand of an Abolition of the Board, or of a Reduction of its Control.*
8. *Suggestions for a Re-constitution of the Board, and for an improved Attendance.*
9. *Exceptions taken to any Alteration of the Board.*
10. *Suggestions for an enlarged Jurisdiction in cases of Settlement, and in other matters.*
11. *Opinions adverse to final Jurisdiction in questions of Settlement.*
12. *Question of Publicity of the Proceedings of the Board.*

1. *Present Constitution of the Board, and Attendance of Members:*

Statement of the constitution of the Board, the chairman and two other members being appointed by the Crown, and the rest being members *ex officio, Smythe* 4—— Practice of the Board to meet weekly; varying attendance of the different members, *ib.* 11-20——Information relative to the attendance and the beneficial action of the sheriffs as members of the Board, *ib.* 411-425. 569——Further information relative to the sittings of the Board and the character of the attendance, *ib.* 564-569——Probable reason for the selection of the sheriffs of Perth, Renfrew, and Ross as *ex officio* members of the Board, *ib.* 685.

Witness, who is sheriff depute of the county of Renfrew, has been an *ex officio* member of the Board of Supervision since 1862, *Fraser* 835-839——Statement of the attendances at the Board since 1862 of the three *ex officio* sheriffs, *ib.* 840-842——Increase in 1867 in the payment of the sheriffs, as members of the Board, their allowance having been raised from 100 *l.* to 150 *l.* a year, *ib.* 843-845——Attendance of Mr. Smythe, in order to make a quorum in the absence of the sheriffs, two members being required for a committee, and three for a board, *ib.* 846-848. 855——Limited attendance of

Report, 1869—*continued.*

Board of Supervision—continued.

1. *Present Constitution of the Board, and Attendance of Members*—continued.

of Sir William Gibson Craig, and of other members, except the three sheriffs and the chairman, *Fraser* 853-859——Rare attendance of the Provost of Edinburgh, whilst the Provost of Glasgow does not attend at all, *ib.* 856, 857——Constant attendance of Mr. Miller, when Solicitor General, *ib.* 858.

Witness was chairman of the Board of Supervision from its institution in August 1845 until March 1868, *Sir J. McNeill* 1230 —— Frequent occasions during the earlier period of the Board of the attendance of the members generally, *ib.* 1231–1235——Difficulty of late years in getting a quorum of the Board but for the sheriffs, *ib.* 1236——Invaluable advice of the sheriffs as members of the Board, *ib.* 1246, 1247——Attendance of Sir W. Gibson Craig whenever a full attendance has been essential, *ib.* 1250——The non-attendance of the *ex officio* members has not led to any inefficiency, *ib.* 1259.

2. *Large increase in the Staff of the Board:*

Great increase in the staff of the Board since witness was secretary, the inspectors and other officials having been appointed since 1852, *Smythe* 5–10.

3. *Large amount of Business transacted:*

Extensive correspondence formerly of the Board, whilst there was also a large attendance of the public at the office, *Smythe* 426–430——Varied character of the questions which came before the Board for their decision, *Fraser* 868, 869——Too much work already thrown upon the Board, more especially by the Public Health Act, *ib.* 898. 905. 913–917——There is not a more hard-working Board in Scotland, *ib.* 1100.

4. *Mode of transaction of Business:*

Preparation by the secretary, with the assistance of the chairman, of an agenda to be considered at each meeting, *Smythe* 21, 22——Necessity of the proceedings of a committee of two members being subsequently confirmed by a Board, *Fraser* 848. 851, 852 ——Practice of holding each meeting on Thursday, there being one meeting every week, *ib.* 849, 850——Conduct of the ordinary business of the Board by the chairman and three sheriffs, *Sir J. McNeill* 1231——Necessity of proceeding by means of a committee of two members when a quorum is not formed, the decisions of the committee being always confirmed by the Board without any modification, *ib.* 1242–1245.

There is now a general impression that the business is principally transacted by the chairman and secretary, *J. Muir* 8605–8607.

5. *Harmony of Action between the Central and Local Boards:*

Harmonious action between the Board and the local authorities, *Smythe* 431–436—— Belief that there has from the first been a harmonious action between the central and local boards, *ib.* 781–785.

Satisfactory relations between the Board of Supervision and the Board of Glasgow City parish, *R. S. Muir* 2834–2836; *Menzies* 2979, 2980——Very little interference of the Board of Supervision with the Ayr Board, *Gray* 6438. 6444–6446. 6451, 6452—— Satisfactory relations between the Dundee Board and the Board of Supervision, *Isdaile* 8493. 8499. 8504–8508 —— Harmonious working of the Board of Supervision, so far as the experience of witness extends, *J. Muir* 8603. 8615.

6. *Testimony to the Beneficial Operation generally of the Central Board:*

Valuable operation of the Board in securing uniformity of administration throughout Scotland; *Smythe* 188–194: *Brown* 5618——Very efficient operation generally of the Board of Supervision, *Fraser* 1100–1103——Good reason for witness to be satisfied with the constitution and working of the Board, *Sir J. McNeill* 1629.

Approval generally of the constitution and working of the Board of Supervision, *Hay* 2175. 2178——Witness makes no complaint against the general working of the Board, *M'Lellan* 3397, 3398——Opinion at witness's board as to the satisfactory working generally of the central Board, *Lees* 4254-4260.

Very efficient working on the whole of the Board of Supervision, owing very much to the efficiency of its chairmen, *Wood* 5225——Very successful operation generally of the board, *Brown* 5618——Beneficial effect of the board, on the score more especially of uniformity of administration, *R. Watson* 5774-5779; *Gray* 6453. 6482, 6483; *J. Muir* 8603, 8604.

7. *Question on the other hand of an Abolition of the Board, or of a Reduction of its Control:*

Contemplated abolition of the Board of Supervision, if local boards were constituted according to witness's plan, and with extended jurisdiction, *W. Watson* 1837, 1838. 1848. 1927–1929. 1937——Divided opinion at witness's board upon the question of control by the central board, *M'Lellan* 3282——Injurious effect of the amount of check by the central board upon the parochial boards, *Begg* 4364. 4474.

Report, 1869—*continued.*

BOARD OF SUPERVISION—continued.

7. *Question on the other hand of an Abolition of the Board, &c.*—continued.

Faulty constitution and prejudicial operation of the Board of Supervision, it having entirely destroyed all effective local government, *Mackie* 7605-7607——Expediency of the board being abolished altogether, *ib.* 7733——Suggested abolition of all central control, save that there should be an appeal to a Secretary of State for Scotland, *ib.* 7734-7739. 7981-7983. 8237-8244.

8. *Suggestions for a Re-constitution of the Board, and for an improved Attendance:*

Proposal that the sheriffs generally be required to share in the work of the board, *Fraser* 1100——Improvement if the Provosts of Glasgow and Edinburgh were removed from the board, and if two more legal members were substituted who should deal with questions of settlement, *M'Lellan* 3385, 3386. 3395, 3396——Probable advantage if there were some medical men on the board, *Lees* 4252, 4253——Advantage if the central board had more largely consisted of men practically acquainted with the administration of the poor, *Begg* 4364.

Advantage if there were no honorary members at the board, *Wood* 5225——Grounds for recommending that the board be strengthened by the addition of one or more medical members, *ib.* 5225. 5238——Advantage if there were more paid members on the central board who should attend regularly, *Gray* 6439——Improvement if the central board consisted entirely of paid members who would regularly attend, *Bett* 7103, 7104.

Defect requiring correction as regards the attendance of its members, *Mackie* 7721, 7722——Improvement if one or two paid members were added to the Board of Supervision who should attend regularly, *Isdaile* 8493-8504——Advantage if there were security for the better attendance of the members, *J. Muir* 8605-8607——Doubt as to there being any necessity for a medical member at the board, *ib.* 8608-8611.

9. *Exceptions taken to any Alteration of the Board:*

Conclusion as to the efficient working of the board, and as to the inexpediency of altering its constitution either by increasing the number of members, or by reducing the board to one responsible head, *Sir J. McNeill* 1237-1259——Doubt as to the expediency of requiring the constant attendance of the working members of the Board, and of paying for their services, *ib.* 1251-1259——Reasons for disapproving of the chairman of the board being a Member of Parliament, *ib.* 1634-1636. 1638-1640——Doubt as to the advantage of requiring any member of the board to be in Parliament, *ib.* 1641-1643.

10. *Suggestions for an enlarged Jurisdiction in cases of Settlement, and in other matters:*

Advantage if the Board of Supervision were to deal with and decide all disputed questions of settlement which now cause so much expense; use now made of the board in this direction, *Smythe* 482-492. 537-539——Improvement if the Board of Supervision or a department of the board were empowered to decide all questions of settlement, *Hay* 2174. 2179, 2180——Concurrence in the suggestions that disputed cases of settlement be referred to the Board of Supervision, *R. S. Muir* 2791. 2809, 2810; *Brown* 5699-5708. 5731; *M'Crindle* 6167, 6168; *Lennox* 6381, 6382.

Suggestions for the hearing and adjustment of cases of settlement by the board, and for the re-construction of the board for the purpose, *M'Lellan* 3384-3397——Expediency of all questions of settlements being decided by some special judicial officer or by the Board of Supervision, *Lees* 4032-4041. 4148. 4256. 4261, 4262——Approval of the board being empowered to decide many questions of detail in respect of settlement, &c., *Begg* 4400, 4401. 4432——Suggested enlargement of the power and action of the board, more especially in sanitary matters, *Wood* 5225-5238.

Necessity of some legal members on the board, with a view to all questions of settlement, &c., being decided by the board, *Gray* 6455-6459——Want of increased powers in the Board of Supervision, in order that they might decide all questions of settlement, &c., *Bett* 7086-7090——Suggestion that all cases of disputed settlement be referred to a paid arbitrator, who might be a member of the board, *Miller* 7593——Contemplated action of the board as the court of final appeal in cases of disputed settlement and in disputes generally, *Isdaile* 8494.

11. *Opinions adverse to final Jurisdiction in questions of Settlement:*

Practice of the Board of Supervision as to the decision of legal question; objection to their being the court for deciding disputed questions of settlement, *Fraser* 1129-1137——Doubt whether it would be any improvement if all settlement questions were dealt with and decided by the board, *Sir J. McNeill* 1647-1651——Concurrence in a suggestion that the consent of the central board should be necessary before any disputed case of settlement is carried into court, *ib.* 1726.

Concurrence

Report, 1869—*continued.*

Board of Supervision—continued.

12. *Question of Publicity of the Proceedings of the Board*:

Concurrence in the objection made by the board to its proceedings being public and to the admission of reporters, *Sir J. McNeill* 1630–1633. 1637——In the event of such admission witness would probably have left the board, *ib.* 1633.

Suggestion that the Board of Supervision meet in public, *Begg* 4474——Proposal that the proceedings of the board be conducted in public, *Wood* 5225——Suggestion that the general discussions of the board should take place in public, *Gray* 6440–6443——Improvement if publicity were given to all the proceedings of the board, *J. Muir* 8605.

See also *Appeal*. *Glasgow*, IV. 1. *Legal Questions*. *Management*. *Outdoor Relief*, 1. *Parochial Boards*, 4, 5. *Public Health Act*. *Reports and Returns*. *Uniformity*. *Wick*.

Boarding-out of Pauper Children. See *Children* (*Boarding-out System*).

Boundaries of Parishes. Disputed questions of settlement arising from the want of a clear definition of the boundaries of parishes, *J. Muir* 8853–8861——Suggestion that the boundaries be legalised according to the Ordnance Survey Map, *ib.* 8853. 8862, 8863.

Brown, James Shaw. (Analysis of his Evidence.)—Has been inspector of poor for the parish of Paisley since 1845, and has been employed in the parish since 1834; 5303, 5304——Is also treasurer to the Board, and has charge of all receipts and disbursements, 5305–5309——There are two parishes in Paisley, the population being about 61,000, and more than half being within the burgh proper, 5310–5313——The character of the trade has greatly varied since 1842, and the condition of the population has much improved since that year, 5314–5318.

Birth-places of the population of Paisley parish adverted to, 11½ per cent. being Irish born, 5319——Average of eight per cent. of illegitimate births, the number of illegitimate cases chargeable being about five per cent. of the whole, 5320–5323——Improved condition of the local poor since 1845, there having been a considerable increase in the allowances, 5324–5327——Smaller number chargeable in 1868 than in 1847; return hereon, showing the annual number relieved, 5327–5330.

Particulars relative to the applications in Paisley parish in each year since 1849, one-third of the applicants being now Irish, 5331–5333. 5337, 5338——Acceptance of the poorhouse by 59 per cent. of those to whom it is offered, 5339——Employment obtained by the great majority of those refusing the poorhouse, not many of them becoming tramps, 5340–5345.

Statement of the annual expenditure of the parish since 1845, and the special causes of increase in some years; great increase in recent years owing to the increased cost of provisions, management, &c., 5346–5375——Special expenditure upon the able-bodied in times of pressure, as in 1855, 1858, 1860, and 1862; 5350–5359——Classification of the poor chargeable on the 14th May 1868, together with the average weekly cost in each case, the average of the whole being 3 *s.* 11 ½*d.* per week, 5376–5380. 5383, 5384——Average of 7 *s.* 4 ¼ *d.* per week as the cost of lunatic inmates, 5377, 5378.

Particulars relative to the poorhouse accommodation, and the additional cost of the paupers in respect of buildings, 5381–5385——Distinct building used for the lunatics, there being a first-class license from the Board of Lunacy, and inmates being taken from other parishes, 5381. 5386–5390——Total of 418 *l.* a year as the cost of salaries and board of the poorhouse officials, 5391, 5392.

Absolute necessity of a poorhouse in the parish of Paisley, 5393——Absence of applications from the able-bodied save in times of distress, 5394——Refusal of the poorhouse by many who are only partially disabled, 5395——Very little difficulty experienced as to the discipline of the poorhouse, 5396–5402——Facility for the punishment of paupers who sell the clothes provided for them in the poorhouse, 5396. 5400–5405.

Information relative to the very satisfactory working of the parish lunatic asylum, and the successful treatment of the patients, 5406–5410——Circumstance of the Lunacy Board having contemplated the discontinuance of the license to the asylum, 5407, 5408——Removal of more than half the patients when the new asylum for Ayrshire is completed, 5411——Particulars as to the medical staff, their salaries, and the regulations in regard to attendance and supply of medicines, 5412–5425——Supply of stimulants adverted to, these being provided by contract, and the amount being moderate, 5426–5434.

Explanation of the course pursued at Paisley in the relief of the able-bodied in 1851, and on several subsequent occasions of great depression in trade, 5435, 5436. 5493, 5494——Action of the Board on the authority of Sir John McNeill, that they had a discretionary power to relieve the able-bodied, 5436. 5498——Difficulty on account of the

Report, 1869—*continued.*

Brown, James Shaw. (Analysis of his Evidence)—*continued.*

legal decision in 1866 that no such power existed, 5436. 5501——Grounds for submitting that the Board should be empowered by law to relieve the able-bodied, and that no abuse would arise from their exercise of such power, 5437 *et seq.*

Adoption, in 1849–50, of the system of rental, with classification, as the mode of assessment in Paisley; particulars as to such classification, and its satisfactory operation, 5502–5513. 5539–5543. 5547–5549. 5561——Total of 49,592 *l.* as the gross rental of Paisley parish in 1846, and of 70,860 *l.* in 1868; 5511, 5512——General deduction of 20 per cent. from the rental, except in the case of lands, 5515–5518——Composition made with the railways, there being a deduction of about 26 per cent. in addition to the allowance made by the public valuator; very similar deduction previously to the Act of 1867; 5519–5537.

Statement showing that the system of means and substance was adopted in the parish for the year 1849, that it worked most unequally and unsatisfactorily, and that in consequence of the universal discontent, it was at once abandoned in favour of rental, with classification, 5538–5548. 5560–5567——Expediency of working men paying rates according to their means, 5548–5550. 5595. 5597–5602——Result of witness's experience that the payment of rates by the lower classes has no tendency to make them accept relief, 5550. 5598. 5610–5613.

Conclusion that the state of pauperism in Paisley does not prove any increased indisposition in the lower classes to support their poor relations, 5552–5555——Total of 636 appeals for exemption in Paisley parish in 1868, of which number 532 were sustained, 5556–5558——Circumstance of the large number of 3,940 persons out of a total number of 8,000, having been excused payment in 1868 on the ground of poverty; explanation hereon, 5558, 5559. 5575–5617—— Advantages of the present system of collection as compared with collection through the assessor of income tax, 5569, 5670.

Facility generally of the means of recovery of arrears in witness's parish; large amount of these adverted to and explained, 5571–5575——Statement in defence of the assessment of the poorer classes, coupled with the practice of exempting those who are really unable to pay, 5577–5617—— Unsatisfactory operation of the system of means and substance further adverted to in reference to the escape of large numbers who should have paid, 5581–5589——Admission that whilst the present mode of assessment embraces a largely increased number of the lower classes, and would press very severely upon them, but for the practice of exemption, the richer classes may not pay in fair proportion to their means, 5590–5606.

Great value of the Board of Supervision in securing uniformity, 5618——Very successful operation generally of the Board, *ib.*——Satisfactory action of the Board in the matter of appeals in witness's parish, 5619——Tendency of the supervision of the Board to cause increased allowances and increased expenditure, *ib.*——Approval of the pauper's power of appeal to the sheriff, 5620. 5622——Practice as to appeals to the sheriff in the parish of Paisley, the system working very satisfactorily, 5621–5631.

Information relative to the course adopted by the parish in boarding out children in the country, or placing them with relatives, the result being most satisfactory, 5632–5656—— Very few children in the poorhouse, 5645. 5654–5656——Evil effect of bringing up the children in the poorhouse, as was customary previously to 1838; 5647——Practice of boarding out illegitimate children as well as others, 5654–5656.

Objections to the principle of *ex officio* representation at parochial boards in burghal parishes, 5657. 5731, 5732——Suggestion that all the members of parochial boards be ratepayers, *ib.*—— Great diversity of opinion in Paisley upon the question of combination of parishes, 5658——Data in support of the conclusion that a combination of large parishes in towns would not produce any economy of management, and would tend to an increase in the number of paupers, 5658–5673.

Statement as to the towns having a larger proportion of paupers in reference to population than the rural parishes have; instance of this in Lanarkshire, 5670–5672. 5682, 5683——Approval of the combination of birth settlement and residence settlement, as tending to equalise the burden of pauperism over the entire country, 5673. 5687. 5697—— Belief that a birth settlement exclusively would throw an undue proportion of pauperism on rural parishes, and would be otherwise objectionable, 5674 *et seq.* —— Extravagance of administration if there were a national rate, 5678, 5679——Undue burden in Paisley, &c., in respect of Irish poor; suggestion hereon that the period of residence necessary for a settlement be extended to seven years, 5686–5698. 5710–5722.

Expediency of parochial boards having power to call home their own poor, instead of paying for them in other parishes, 5689——Want of a law of settlement in Ireland as well as in Scotland, 5690——Suggestions for obviating the expense in disputed cases of settlement, by referring them to the Board of Supervision for adjustment, 5699–5708. 5731—— Operation of the law of removal in England adverted to in connection with the chargeability of Irish poor and Scotch poor respectively, 5723–5728.

Improvement if the duty of prosecuting husbands who desert their wives were transferred

Report, 1869—*continued.*

Brown, James Shaw. (Analysis of his Evidence)—*continued.*

ferred to the public prosecutor, 5729-5731——Summary of witness's suggestions for a modification of the law, 5731——Further statement that the poorhouse should be more frequently applied to adults capable of work, 5731. 5733-5735.

Buildings. Large expenditure in 1868 for poorhouses and other buildings, *Sir J. M'Neill* 1326.

Return of the expenditure on buildings and general sanitary measures in each of the years 1846-68, *App.* 451.

C.

Caithness. Favourable results of the voluntary system in the parishes of Watten and Bower, in Caithness, as compared with the results of the compulsory system in Wick and Latheron, *Mackie* 7746-7757——Important increase of expenditure in Caithness, &c., since 1855, in respect of management, a large increase being owing to additional officials and salaries, *ib.* 7765-7772. 7843——Very large outlay in the compulsory provision of poorhouse accommodation in Caithness and Sutherland for use as a test; great excess of such provision, *ib.* 7773-7776. 7793-7802. 7843.

Statement containing details relative to the tinker class of vagrants in Caithness, and their degraded and immoral state; great want of a more stringent vagrancy law for the suppression of this class, *Mackie* 7818-7842——Much larger rates in the town parishes than in the county parishes of Caithness; expediency, nevertheless, of all the county being treated as one combination, under a different system of assessment, *ib.* 7879-7892——Absence of shebeens in the county, whilst the Forbes Mackenzie's Act has been very beneficial, *ib.* 7955-7958.

Statement of the amount of law expenses, and of the cost of management in the county of Caithness, in each of the years 1856-68, *App.* 490.

Account of the number of paupers relieved, and of the amount of expenditure in each parish in the county, in the years 1855, 1857, 1860, 1862, 1864, 1866, and 1867, *App.* 495.

Carmyllie (*Forfar.*) Objections by the parochial board to extending the area of assessment to counties, *App.* 460, 461.

Casual Poor. Difficulty in ascertaining the actual number of casual poor in any year, the same person being frequently put down as a casual pauper in different parishes, *Smythe* 153—— Definition of the casual poor; able-bodied people are not relieved under this head, *ib.* 154-158——Difficulty in calculating the number of casual poor who appear several times on the parish roll during the year, *ib.* 406-410——Definition of those poor as casual, whose cases have not been disposed of by the parochial board, *Sir J. M'Neill* 1275——Sufficiency of the check exercised by the inspectors before giving relief to the migratory casual poor, *ib.* 1579-1584——Increase of from 26,894 in 1845 to 37,882 in 1868 in the number of casuals in Scotland, *Lewis* 4580.

Return of the number of casual poor, and of the sums expended on their relief, &c., in each of the years 1846-68, *App.* 450, 451——Table showing the number of casual poor and their dependants receiving relief on 14th May in each year, from 1846 to 1859, *ib.* 452——Similar table for the nine years from 14th May 1860 to 14th May 1868, *ib.*——Statement of the expenditure in 1847 and 1848 respectively, with reference to the population, *ib.* 465.——*See* also *Vagrancy.*

Causes of Pauperism. Great importance of inquiry into the causes of pauperism with a view to their removal, *Begg* 4449——Suggestions with a view to the investigation and record of the causes of pauperism; important advantages anticipated from such records and from their publication, *ib.* 4474-4489——Movement set on foot by witness in 1868, for an inquiry by Parliament into the causes of the increase of pauperism in Scotland, and of the consequent expenditure, *Lewis* 4578, 4579.

Unavoidable causes from which the pauperism in Paisley chiefly arises, *R. Watson* 5896, 5897——Great evils which are now the effect, rather than the cause of pauperism, and which the restrictions proposed by witness would largely remove, *Ballingal* 6836——Several causes of pauperism; indulgence in drink being a fruitful source, *J. Muir* 8619-8623.

See also *Claim to Relief.* *Drunkenness.* *Dwellings of the Lower Classes.* *Education.* *Improvidence.*

Central Control. See *Board of Supervision.*

Chaplains. Advantage if the governors of poorhouses, as at Ayr, were to act as chaplains, *Lennox* 6393. 6399-6404——Objection to the chaplain's duties at the Ayr poorhouse being performed by the governor, *Gray* 6701-6704.

Report, 1869—*continued.*

CHILDREN (BOARDING-OUT SYSTEM):

I. *Generally as to the Advantage of Boarding-out Pauper Children in the Country, instead of bringing them up in the Poorhouse.*

II. *Particular Instances of the Boarding-out System, and its satisfactory results.*

1. Ayr.
2. Dundee.
3. Edinburgh.
4. Glasgow.
5. Paisley.
6. Wick.

I. *Generally as to the Advantage of Boarding-out Pauper Children in the Country, instead of bringing them up in the Poorhouse:*

Salutary arrangements, as promoted by witness, whereby large numbers of pauper children, including orphans and deserted children, are boarded out in the country, and are sent to school, *Sir J. McNeill* 1743–1747. 1765. 1780–1784. 1801——Consideration of the provision made in poorhouses, or in adjacent schools, for the education of children not boarded out from the poorhouses; great improvement if all the children could be boarded out, and were not congregated in pauper schools, *ib.* 1786–1801.

Pernicious effect of bringing up children along with adult paupers, as rendering pauperism hereditary, and as causing demoralisation, *Beattie* 3515–3517. 3539——Great benefit of boarding out children from the poorhouses, so that the system should be made compulsory where it is possible, *Lewis* 4680——Witness regards the boarding out system as the one bright spot in connection with the present pauper institutions of the country, *ib.* 4910——Tendency of children brought up in the poorhouse to return thither, *ib.* 4934——Advantage if parochial boards had legal power to board out all pauper children, *Isdaile* 8332–8335.

II. *Particular Instances of the Boarding-out System, and its satisfactory results:*

1. Ayr:

Details relative to the mode of dealing with children in Ayr parish, either by placing them in the Kyle Union poorhouse, or by boarding them out; advantages of the latter plan, *Gray* 6567–6593. 6744——Satisfactory arrangement in the case of children placed in the ragged school at Ayr, and boarded there, *ib.* 6581. 6585–6593.

2. Dundee:

Practice in Dundee parish of bringing up orphans and deserted children in the country by boarding them out, the effect being excellent, *Hay* 2160–2165. 2186–2188——The children boarded out are well looked after, and are inspected every three months, *ib.* 2164, 2165.

Further information relative to the course pursued at Dundee in boarding out and educating orphans and deserted children, and in educating in the poorhouse children who are there with their mothers, *Hay* 2190–2204. 2238–2251——Exceptional instances of children being taken from their mothers and boarded out, whilst the latter are on out-door relief, *ib.* 2190, 2191. 2195–2197——Education of the children in the poorhouse by the chaplain, *ib.* 2199, 2200. 2408–2410——Excellent results of the system of boarding out further adverted to, *ib.* 2204. 2238. 2242, 2243. 2495, 2496——Payment of 2 *s.* 6 *d.* a week for each child boarded out, exclusive of fees for education, *ib.* 2239–2245. 2249–2251.

Benefit experienced at Dundee from boarding out and educating the children in the country; particulars hereon, *Isdaile* 8320. 8329–8339.

3. Edinburgh:

Total of 334 children now boarded out from the City parish, Edinburgh, *Lewis* 4584——Each child costs about 9 *l.* a year, including education and clothing, *ib.* 4584, 4585. 4916——Instance in the case of the City parish, of the beneficial operation of the boarding-out system, *ib.* 4608–4610.

Further particulars of the course pursued by the City parish in the boarding out and education of the children, the results of the system being beneficial in the extreme, *Lewis* 4910–4939——The children are invariably absorbed in the industrial population, *ib.* 4910. 4915——Difficulty in always placing Roman Catholic children in Roman Catholic families, or in sending them to Roman Catholic schools; refusal to send them to an institution in Lanarkshire, *ib.* 4919–4939.

4. Glasgow:

Particulars relative to the course pursued by Glasgow city parish as to the boarding out in the country, and the education of a considerable number of orphans and deserted children; exceedingly beneficial results of this system, *R. S. Muir* 2522–2569. 2668–2670——Regular inspection of the children in the country, *ib.* 2531——Absence of difficulty

Report, 1869—*continued.*

Children (*Boarding-out System*)—continued.

II. *Particular Instances of the Boarding-out System, &c.*—continued.

4. Glasgow—*continued.*

difficulty in placing Roman Catholic children in Roman Catholic families, *R. S. Muir* 2667-2670.

Beneficial results of the system of boarding out children as adopted by the Barony parish, Glasgow, *Menzies* 2920-2925. 2964-2976——Care taken that Roman Catholic children are placed in respectable families of their own persuasion; very little difficulty on this point, *ib.* 2968-2978.

Total of 383 children now boarded out by the Barony parish, *M'Lellan* 3285——Particulars relative to the boarding-out system, as pursued by the parish, and the provisions made for the proper treatment and education of the children, the system being attended with great success, *ib.* 3286 *et seq*——Frequent inspection of the children boarded out *ib.* 3288, 3289——Satisfactory arrangements for the boarding out of Roman Catholic children, *ib.* 3289, 3290. 3318-3321——Ready employment of the children boarded out, *ib.* 3302. 3311, 3312.

Great benefit by boarding out children in the country; particulars as to this system and its successful results in the case of the Barony parish, *Beattie* 3516-3542——Witness has visited the children in order to be satisfied as to their condition, *ib.* 3525, 3526——Single instance of a boy coming back upon the parish, *ib.* 3532. 3536——The average payment is 2 *s.* 6 *d.* a week, clothing and education fees being also provided, *ib.* 3541, 3542.

5. Paisley.

Particulars relative to the boarding out of children by the Abbey parish, Paisley, the arrangements for their education, and the exceedingly satisfactory operation of the system, *Lees* 4046-4074. 4081-4097. 4334-4446——The children become absorbed in the working population and readily obtain employment, so that they do not return to the parish, *ib.* 4047. 4055-4059. 4068-4072. 4093, 4094——The payment for each child is 2 *s.* 6 *d.* a week, clothing and school fees being also provided, *ib.* 4048. 4204, 4205——Efficient inspection of the children, *ib.* 4052. 4060. 4089. 4335-4340——Satisfactory arrangements as regards the Roman Catholic children and the schools to which sent, *ib.* 4053. 4081-4092.

Information relative to the course adopted by the parish of Paisley in boarding out children in the country, or placing them with relatives, the result being most satisfactory, *Brown* 5632-5656——The payment for the children is 2 *s.* 9 *d.* a week, exclusive of clothing, education, &c., *ib.* 5633. 5642——Care taken to place Roman Catholic children in Roman Catholic families, *ib.* 5637-5641——Very few children in the poorhouse, *ib.* 5645. 5654-5656——Frequent visitation of the children in the country, *ib.* 5646——Evil effect of bringing up the children in the Paisley poorhouse, as was customary previously to 1838, *ib.* 5647——Excellent results as regards the employment of the children, who never fall back upon the rates, *ib.* 5647. 5650-5653——Practice of boarding out illegitimate children as well as others, *ib.* 5654-5656.

6. Wick.

Arrangement at Wick for the boarding out of orphans and deserted children, the results being very beneficial, *Mackie* 8007-8013. 8019-8023——The boarding out in the country proves far preferable to the poorhouse system as regards the future of the children, *ib.* 8019-8023.

See also *Arran. Education. Illegitimate Children. Iona.*

Church-door Collections. Increased number of poor added to the register since 1845 owing to the withdrawal of the church-door collections, *Smythe* 186——Explanation of the change of practice in dealing with the church-door collections and the mortifications as regards the question of support of the poor, *ib.* 217-229——Absence of power in the central board as to the distribution of church-door collections, *ib.* 558——Great falling off in the collections, *ib.* 778. 807, 808——Modes of disposal of the collections now that they are no longer applied to the support of the poor, *ib.* 779. 804-806——Absence of obligation upon the Kirk Session to give any portion of the church-door collection to the parochial board, *ib.* 799.

Relief given by the Kirk Session in Abbey parish, Glasgow, to poor people out of the church-door collections, a return of the amount being rendered to the Board of Supervision, *Lees* 4278-4280. 4334——Disadvantage in the church-door collections and old bequests being no longer administered as part of the fund for the poor, *Begg* 4364, 4365——Expenditure of the church-door collections upon the poor, since the Act of 1845, *Lewis* 4687-4691.

Report, 1869—*continued.*

Claim to Relief:

Definition in the Act of 1579, as to the persons entitled to relief, such definition comprising all who are infirm and destitute, and excepting the able-bodied, *Smythe* 380, 381. 623-629——Statement as to the Act of 1845, not conferring any new claim to relief; definition of those entitled to relief under the Act, *ib.* 623-630. 682-684——Main object of the Poor Law Act to establish the legal claim to relief, the question of legislation for the encouragement of provident habits being a separate question, and a very difficult one, *ib.* 833, 834——Conclusion as to the necessity which existed for the Act of 1845, on account of their having been no certainty of relief for the starving poor, *Fraser* 956-962.

Belief that there has been much retrogression in Scotland of late years on the subject of pauperism, and that there is no longer the same salutary aversion to the receipt of relief now that a legal claim exists, *Begg* 4473, 4474. 4481, 4482——Facility under the legal claim to relief under the Act of 1845, as compared with the claim previously, *Lewis* 4681.

Strong condemnation of the existing poor law in a report prepared by witness as chairman of the acting Committee of an association in Edinburgh, for the amelioration of the condition of the poor, *Wood* 5021——Explanation and defence of a passage in the foregoing report, to the effect that the principle of the old law was only to aid paupers to support themselves, whilst the principle of the present law is to give them complete support, irrespectively of any work which they can do, or of any aid from friends, *ib.* 5023-5040 ——Less dread of starvation, and less incentive to temperance and industry, owing to the provision available under the Poor Law, *ib.* 5040, 5041——Denial that there is any obligation in the State to maintain every one who is in poverty or distress, *ib.* 5040-5042——Further argument that the legal claim to relief operates very mischievously in removing the stimulus to work, *ib.* 5070-5072.

Way in which the legal claim to relief and the facilities of securing relief operate in feeding or creating pauperism, *M'Crindle* 5927-5930. 5971-5977——Injurious effect of the facilities for relief under the Act of 1845, as tending to prevent providence in the poorer classes, *Lennox* 6278, 6279——Necessity, however, of a legal provision for the relief of the poor in Scotland, *Lennox* 6338; *J. Muir* 8616-8618——Effect of the legal claim to relief in inducing applications, *Gray* 6486——Advantage in one sense of the certainty of relief under the Act, *Bett* 6886——Greater difficulty of dealing with paupers than in former years, owing to their now having a legal claim to relief, *ib.* 6982-6984.

See also *Appeal.* *Condition of the Poor.* *Improvidence.* *Self-reliance.*

Classification (*Assessment*). See *Assessment*, 7.

Classification of Poor. Grounds for recommending that a clear distinction be drawn between deserving poor and chronic or habitual paupers, and that no out-door relief be given to the latter class, *Begg* 4474-4480——Broad distinction desirable to be drawn between the honest poor and the dissolute paupers, it being expedient to apply the poor-house test much more extensively, and to reduce out-door relief to a minimum, *Lewis* 4752——Suggested classification of paupers, with a view to more systematic action in the giving of out-door and in-door relief respectively, *Miller* 7519-7526——Obstacle to a distinct treatment by the Wick Board, of the deserving and the undeserving poor, on account of the arbitrary control of the central Board, *Mackie* 7680-7684.

Clothing, Sale of. Statement as to its being the constant practice of paupers of the city parish, Edinburgh, to sell clothing received from the parish, and as to the entire inadequacy of the measures available for the punishment of this practice, *Lewis* 4728-4746——Suggestion that paupers disposing of their clothing be at once punished as thieves, even though the sale of the clothes cannot be directly proved, *ib.* 4736.

Collection of Poor Rate. Obstacles to a collection of the poor rate on the same principle as the income tax, *Smythe* 462, 463——Doubt whether the poor-rate could be assessed and collected by the income tax machinery, *Sir J. McNeill* 1481-1484——Probable advantage if the poor-rate were collected by the officers of the Inland Revenue department, *ib.* 1547, 1548.

Advantage in collecting the poor-rate by the same machinery as the income tax, and of basing it on the same valuation, *Hay* 2086-2103. 2107-2142——Approval of the poor-rate being collected by the Government officers, if expense can be saved, *Lees* 4218-4223 ——Advantages of the present system of collection as compared with collection through the assessor of income tax, *Brown* 5569, 5570——Objection to the collection of the poor-rate by the machinery of the income tax, *Mackie* 8222, 8223. 8227-8229——Room for economy in collection in large combinations of parishes, *Mackie* 8230-8232.

See also *Assessment.*

Report, 1869—*continued.*

Collectors (Poor Rate). Expediency of the collectors being pensioned in proportion to their salaries, *Miller* 7547——Objection to the office of collector being taken away from the inspector, the two offices being frequently united with advantage in country parishes, *ib.* 7567-7575——Inaccuracy of the view that the inspector is the judge of the expenditure, and should not therefore also act as collector, *ib.* 7575-7585.

Combination of Parishes:

Approval of a combination of parochial boards in large places like Glasgow, *Smythe* 319-321——Power under the 16th section of the Act of 1845 for parishes to combine, the parishes however preferring to manage their own affairs so that combinations have not been affected, save for poorhouse purposes, *ib.* 527-533——Disapproval of union in the case of rural parishes, though probably desirable as regards burghal parishes, *ib.* 534-536——Consideration of the practice as to the combination of parishes, it being desirable that the Board of Supervision should have compulsory powers in the matter, *Fraser* 1180-1185. 1215-1220.

Expediency of a combination of parishes in towns so as to extend the area of settlement; grounds for objecting to such combinations being compulsory, *Sir J. McNeill* 1423-1447——Hardship of any compulsory association of ill-managed with well-managed parishes, *ib.* 1452-1455——Strong approval of power in the central board to enforce the combination of parishes for poorhouse purposes, *Hay* 2038-2040.

Opinion that in Paisley and other places much economy would result from a combination of parishes for assessment generally, *Lees* 3991-3993——Proposed compulsory combination of parishes in certain cases, *ib.* 4147, 4148——Objection to the present division of towns or cities into parishes for the relief of the poor, *Wood* 5193, 5194. 5212——Expediency of a grouping of rural parishes for the maintenance of the poor, *ib.* 5212

Great diversity of opinion in Paisley upon the question of combination of parishes, *Brown* 5658——Data in support of the conclusion that a combination of large parishes in towns would not produce any economy of management, and would tend to an increase in the number of paupers, *ib.* 5658-5673——Probable advantage if in certain cases the Board of Supervision could compel parishes to combine for poorhouse purposes, *Gray* 6447-6450——Approval generally of combinations of parishes and of an extension of the area of chargeability, local boards being still retained, *ib.* 6509-6527——Suggestion that combination be required by law under certain circumstances, instead of a discretion being given to the Board of Supervision in the matter, *ib.* 6528-6533——Proposal that the combination of small parishes be compulsory; belief that in such cases the management would be as efficient as in separate parishes, *Mackie* 7844-7849. 7858-7868.

See also *Area of Chargeability. Ayr*, 3. *Edinburgh. Forfarshire. Glasgow*, II. *Paisley*, III.

Committees (Parochial Boards). Advantage if the powers of committees were subject to the review of the full Board, *Lees* 4146.

Complaints by Paupers. Action frequently taken by the Board of Supervision in consequence of complaints by paupers or by individual members of parochial boards, *Smythe* 24——Opportunities of the visiting officers of the central board for ascertaining whether any paupers have grievances to complain of, *Sir J. McNeill*, 1766, 1767.

Feeling of discontent among the pauper class as to the allowances received; opinion that there is no good ground for complaint, *Lees* 4281-4289——Ungrounded complaints sometimes made by the poor against the inspector in Ayr, *Gray* 6688——Discontent of the pauper class relative to their allowances, *Mackie* 8234.

See also *Appeal.*

Condition of the Poor. Better condition of the poor since the Act of 1845, the relief being no longer precarious, *Smythe* 146——Conclusion that the Act of 1845 has operated successfully, not only in producing uniformity of system, but in causing the poor to be much better provided for, *ib.* 465, 466——Decided improvement in the condition of the poor of Scotland since the Act of 1845, *Sir J. McNeill* 1260, 1261.

Belief that the poor were as well supported under the old system as under the law of 1845, *W. Watson* 1811. 1837. 1841, 1842. 1849——Large increase in the average amount of out-door allowance since 1845 in barony parish, Glasgow; doubt as to any corresponding improvement in the condition of the poor, *Beattie* 3423-3440——Belief that the wretchedness of the poor has not decreased under the Act, whilst there has been a great increase of vice, *Wood* 5014——Thorough acquaintance of witness with the condition of the poor in Edinburgh, his experience showing that their condition is not only very bad, but is becoming rapidly worse, *ib.* 5016-5021——Belief that the honest poor are not better attended to than under the old system, *ib.* 5115, 5116.

Considerable improvement in the condition of the poor since the Poor Law Amendment Act, *R. Watson* 5780——More contented state of both out-door and in-door poor in Ayr and Ayrshire previously to than since the Act of 1845; more comfortable condition also of the pauper class in former years, *Lennox* 6247, 6248. 6258-6271——Belief

Condition of the Poor—continued.

that the poor of Scotland would be morally better if the present poor law were abolished altogether, and the system before 1845 restored, *Ballingal* 6756——Belief that the actual paupers are no better off by reason of the larger allowances which they now receive, *Bett* 6879-6885——Decided improvement in the condition of the disabled poor in Kilmallie parish since the Act of 1845, *Miller* 7247-7255.

See also *Kilmallie.* *Out-door Relief.*

Consolidated Fund. Non-objection to half the rates in each parish being paid out of the Consolidated Fund, as there would still remain sufficient inducement to economy, *Smythe* 308-317——Less inducement to economy if the poor were entirely supported by contribution from the Imperial Government, *ib.* 476, 477——Non-objection to the expense of lunatics and of medical relief being borne by a national fund, or being extended over an enlarged area, *ib.* 829, 830.

Extravagance of administration if the poor were partly supported by Imperial contribution, *Fraser* 991-994. 1032-1037——Danger of lax and costly management if Government were to pay a fixed sum towards the cost of the local poor, the area of taxation and management being at the same time extended, *Sir J. McNeill* 1461-1473——Doubt as to the economy of supporting the poor partly by contribution from the Consolidated Fund, *Lees* 4224-4228.

Avoidance of much difficulty if the poor were supported partly by rate on lands and heritages, and partly out of the Consolidated Fund, *Lewis* 4986-4988——Objections to a portion of the cost of the poor being contributed by Government, as only tending to unnecessary expenditure; undue expense of the police adverted to hereon, *R. Watson* 5824-5836——Approval of a Government contribution towards the relief of the poor, as towards the police; conclusion that extravagant administration would not result, *Gray* 6605-6628——Prohibition of members of parochial boards from taking contracts for the supply of goods for the poor, *Sir J. McNeill* 1557.

Cottages (*Agricultural Labourers*). See *Dwellings of the Lower Classes.* *Evictions.*

Country Parishes. Comparative statement between city and urban and rural parishes in the county of Lanark, showing the combined population of each separately, the number of registered poor relieved during the year, and the relative expenditure, *App.* 475.

See also *Area of Chargeability.* *Combination of Parishes.* *Evictions.* *Settlement.*

County Rating. Evidence favourable to a county rating, chargeability, and management, as a means of securing in numerous ways great facility of management of the poor and considerable economy, *Hay* 2038. 2040 *et seq.*——Statement in favour of extending the area of assessment and settlement to the county, the management continuing in the parochial boards, *M'Crindle* 6137-6157——Doubt as to county rating leading to extravagance in parishes, *ib.* 6148-6152——Strong approval of an extension of the area of chargeability and management to the county, *Isdaile* 8398. 8404-8407.

Disapproval of the proposed extension of the area of chargeability to the county, *Lees* 3393.

Memorandum by a Committee of the Commissioners of Supply for the county of Edinburgh adverse to the proposal for county rating, *App.* 454-456——Statement opposed to the view that the system of county areas is in accordance with the English system under the Union Chargeability Act of 1865, *ib.* 455, 456.

Result of inquiries circulated in Forfarshire by the parochial board of Montrose on the question of county rating; approval thereof by town parishes and disapproval by landward parishes, *App.* 459-461.

Court of Session. Provisions of the Act of 1845 as to the Board applying to the Court of Session to compel parishes to carry out the law, *Smythe* 81-84——Unduly large allowance allotted by the Court of Session when appealed to under the old system; very few such appeals, *ib.* 793, 794——Occurrence of only two instances since 1845 of the Board having found it necessary to bring questions before the Court of Sessions on appeal from parochial boards, *Fraser* 1103.

Creed Registers. Practice of keeping a creed register in the poorhouse of Barony parish, Glasgow; its advantage as regards the distribution of the children, *M'Lellan* 3318-3323——Practice at Dundee poorhouse of keeping a creed register, due religious facilities being given to Roman Catholics, *Isdaile* 8326-8329.

D.

Dalkeith Poorhouse. Illustration of the beneficial effect of the Dalkeith poorhouse in checking pauperism, *Sir J. McNeill* 1382. 1394, 1395.

Deaf and Dumb Poor. See *Blind, &c.*

Deductions (Poor Assessment). See *Assessment*, 7.

Demoralization. See *Poorhouses*, 3. 9. *Dwellings of the Lower Classes.*

Dependants. Annual increase in the number of dependants; doubt as to this being caused by any increase of improvident marriages in consequence of the Act of 1845, *Smythe* 467–475——Statement in connexion with the large increase in the number of dependants since 1855, *Fraser* 948–954. 1225–1229——Explanations in connexion with certain tables and summaries in the annual reports of the Board relative to the total number of dependants, *Sir J. McNeill* 1276–1313——Obstacles experienced in supplying a return of the number of dependants; difficulty in accounting for the large increase of this class, *ib.* 1287–1294.

Return of the number of dependants, of registered poor, and casual poor, respectively, in each of the years 1846-68, *App.* 450, 451——Table showing the number of dependants, of registered poor, and of casual poor, on 14th May in each year since 1846, *ib.* 452,

Desertion of Wives and Families. Twofold punishment to which those who desert their wives and children are liable, *Sir J. McNeill* 1768–1771——Want of a more stringent law for dealing with husbands who desert their wives, *Hay* 2154, 2155——Considerable increase in the number of deserted wives when there is slackness in trade; objection nevertheless to relieving the husbands if able-bodied, *M'Lellan* 3365, 3366——Frequent instances in Paisley of husbands deserting their wives; serious expense to the parish in prosecuting them, *Lees* 3916–3919.

Expediency of criminal punishment of men who desert their wives, *Lees* 4147. 4160; *M'Crindle* 6040, 6041——Large and increasing number of desertions of wives and children; great difficulty in following up the men and punishing them, *Lewis* 4628–4643——Large proportion of the desertions which are owing to drink and dissipation, *ib.* 4628——Improvement if the duty of prosecuting husbands who desert their wives were transferred to the public prosecutor, *Brown* 5729–5731; *J. Muir* 8716–8722——Increase of pauperism owing to desertion by husbands; the prosecution in such cases should rest with the fiscal, *Gray* 6535——Facilities proposed for following up and punishing men who desert their wives and families and leave them chargeable, *Isdaile* 8537–8540.

Dietary (Poorhouses). Control of the central board over the dietary of the poorhouses; *Smythe* 737——Expediency of the poorhouse fare being of the plainest possible kind; undue expense at present, *Lennox* 6393.

Disabled Poor. Proposition that parochial boards be debarred by law from giving any indoor relief save to lunatics and permanently disabled persons, whilst there should be no legal out-door relief at all, *Ballingal* 6836–6849——Suggestion also that permanently disabled persons be, in course of time, maintained by Government, *ib.* 6836.

Dismissal of Officers. See *Appointment and Dismissal of Officers*, 2. *Inspection and Inspectors*, 2. *Medical Officers*, 1.

Dissatisfaction of the People. Conclusion as to the present law and its administration not having led to any general dissatisfaction in the country, *Smythe* 652–656.

Strong dissatisfaction throughout the country in respect of the increasing rate, *Hay* 2182——Statement showing that there has long been great dissatisfaction in Edinburgh and throughout Scotland relative to the operation of the present law, *Wood* 5046–5048 5052–5056——Great dissatisfaction of the ratepayers, owing to the large expenditure on officials and litigation, *ib.* 5055–5057.

See also *Expenditure. Pauperism.*

Drunkenness. Immense amount of pauperism traceable to the drinking habits of the people, *Lees* 4099. 4295–4306——Belief that in the Abbey parish, Paisley, three-fourths of those on the roll are there, directly or indirectly, through the drinking habits of the people, *ib.* 4296–4306——Investigation by witness, some years ago, showing that drunkenness was the cause of a vast amount of pauperism, *Begg* 4449.

Grounds for the conclusion that by far the most prolific cause of pauperism is to be found in the drinking habits of the people; illustrations on this subject, *Lewis* 4643–4658——Opinion that in Edinburgh intemperance is the cause of three-fourths of the pauperism, *ib.* 4643——Result of an inquiry in the City parish, Edinburgh, in 1864, that two-thirds of the inmates of the poorhouse had been reduced to poverty through drink, *ib.* 4763——Advantages if the benefits of temperance were taught in school books, *ib.* 4908. 4940–4943.

Immense effect of drunkenness in producing pauperism, *Wood* 5239, 5240——Suggestions for the compulsory instruction of children neglected by drunken parents, and for compelling the latter to work in the poorhouse, *ib.* 5282–5290.

Report, 1869—*continued.*

Drunkenness—continued.

Great exaggeration in a statement that nine-tenths of the pauperism of Scotland is caused by the drinking habits of the people, *R. Watson* 5898——Belief that in Paisley not more than one-fourth of the pauperism is traceable to drink, *ib.* 5898-5901.

Great increase of intemperance owing to the Poor Law, *Ballingal* 6836——Opinion that one-third of the pauperism of Wick arises from drunkenness, *Mackie* 7903——Numerous cases of pauperism in Kirkcaldy parish arising out of drink, *J. Muir* 8620-8622.

See also *Dwellings of the Lower Classes. Licensing System. Public Houses. Shebeens.*

Dumfries. Decrease of expenditure in this parish in 1868 as compared with 1854, *App.* 489.

DUNDEE:

1. *Constitution of the Parochial Board.*
2. *Amount and Cost of Pauperism.*
3. *Management and Operation of the Poorhouse.*
4. *Other Details Generally.*

1. *Constitution of the Parochial Board:*

Very unsatisfactory mode of constitution of the parochial board, owing to Dundee being improperly closed as a landward parish; almost unlimited number of members, only thirty of whom are elected, *Hay* 1996-2004——Right of every owner of 20 *l.* rental and upwards to sit at the board, *ib.* 1997. 2003——Out of a population of from 60,000 to 70,000, there are only 2,000 to 3,000 landward, *ib.* 1997——Out of 21,000 ratepayers only thirty are representatives, *ib.* 2004.

Very unwieldy character of the Dundee Board, there being about 1,600 members; a small number of elected members would be far preferable, *Isdaile* 8367-8370.

2. *Amount and Cost of Pauperism:*

Increasing amount of pauperism in Dundee during the last five years; conclusion as to this being owing to the operation of the Act of 1845, and not to any depression in trade, *Hay* 2005-2013. 2019-2023. 2050——Statement as to the increase of applications for relief, owing to the increased number of the working classes who pay the rate, *ib.* 2092, 2093. 2333, 2334——Further particulars relative to the annual increase of applications for relief and the increase of pauperism, and conclusion that this is not owing to dullness of trade, *ib.* 2205, 2206. 2218. 2222-2229——Average of 5 *l.* 4 *s.* 9 *d.* in 1855-56, and of 6 *l.* 8 *s.* 9 *d.* in 1867-68, as the annual cost per head for out-door relief, *ib.* 2422, 2423.

Important increase in the number and cost of the poor in Dundee parish in the last ten years, owing very much to the increased price of provisions, and the better allowances in recent years, *Isdaile* 8259. 8262-8267——Very heavy cost to the parish in respect of deserted wives, of whom there are seventy-five, *ib.* 8538——There are eighty-one women, with 174 illegitimate children, at a cost of 540 *l.* a year, *ib.* 8540.

3. *Management and Operation of the Poorhouse:*

Explanation of the mode in which applications for relief are dealt with at Dundee, the poorhouse being freely offered, and being accepted by about one-third of the appliants, *Hay* 2009-2013——Very good and careful classification of the women in Dundee poorhouse, *ib.* 2156-2158——Intercourse allowed between widows and their children, *ib.* 2159, 2160. 2188, 2189——Means of largely reducing the poor rate, if the system of management were properly amended, *ib.* 2181, 2182.

Statistics for the last ten years of the number of applicants offered the poorhouse, and the number who accepted and refused, *Hay* 2204-2207——Information relative to the management and cost of the indoor poor, the careful treatment of the sick, and the efficiency of the administration generally, *ib.* 2232-2238——Important reduction in the number of poor on the roll, owing to the operation of the poorhouse, *ib.* 2351-2354——Separation of the married people in the poorhouse, there being very few instances of married couples in the house, *ib.* 2411-2413——Excellent care taken of the pauper inmates, *ib.* 2415-2417.

Very short period for which the mass of inmates remain in the poorhouse; these rarely return after leaving, *Isdaile* 8309-8312——Average of about 440 inmates in Dundee poorhouse, including lunatics; extension being carried out, *ib.* 8320——Economical management of the poorhouse as regards cooking, washing, &c., *ib.* 8321-8326——Satisfactory visitation of the poor-house by two visitors appointed by the acting committee of the board, *ib.* 8523, 8524——Practice of relieving women with illegitimate children out of the poorhouse; advantage if indoor relief only were given, *ib.* 8540-8552.

4. *Other*

Report, 1869—*continued.*

DUNDEE—continued.

4. *Other details generally.*

Great multiplicity of books and accounts, and great excess of correspondence in Dundee parish, owing to the present system of multiplicity of boards, *Hay* 2055–2058. 2068–2081——Amounts paid and received by Dundee parish in respect of settlement cases in different years; loss to the parish if settlements were abolished, unless at the same time the area of chargeability were enlarged, *ib.* 2059–2065——Comparative result under the system of means and substance, and under the present system of assessment, *ib.* 2103–2106——Great increase in the number of poor ratepayers since the abolition of the system of means and substance, *ib.* 2325–2327. 2335, 2336——Large numbers relieved from the rate in different years, *ib.* 2327——Staff of one inspector and four assistant inspectors in Dundee parish; salaries of these, *ib.* 2435, 2436——Efficiency of the arrangements for medical attendance and relief, *ib.* 2478, 2479. 2481.

Views of the Dundee Board as to the very useful working of the Act of 1845, certain alterations being however required, *Isdaile* 8258–8261——Statement of the gross rental and net annual value, and of the amount of the rate; annual increase in the valuation, *ib.* 8267–8271. 8303——Particulars relative to the medical staff in Dundee parish, and the mode of action of the medical officers; suggestion hereon for the appointment of one responsible medical head, *ib.* 8473–8484——Supply of medicines through certain druggists, *ib.* 8486——Annual re-election of the medical officers, without any difficulty being experienced, *ib.* 8487–8492.

See also *Children*, 2. *Lunatics*, 2.

Dwellings of the Lower Classes. Fruitful source of pauperism in the wretched state of the dwellings of the labouring classes, and in the temptations to immorality through the bothy system and the farm kitchen system, *Begg* 4449. 4452–4472. 4509 *et seq.*——Proposition for dealing compulsorily with land as sites for houses in or near cities, so as to facilitate the erection of cottages by the lower classes, the want of proper house accommodation in towns being the cause of much pauperism, *ib.* 4509–4512——Suggestions for requiring the landlords in the country to provide separate cottages for labourers on their estates, with a view to a return to the family system; instances in illustration of the great want of such cottages, *ib.* 4512–4545. 4570–4572.

Effect of the miserable dens of the poorer classes in causing drunkenness and demoralization, *Wood* 5240–5242——Recommended compulsory closing of the numerous places in Edinburgh unfit for human habitation; great difficulty and expense in enforcing the existing powers for dealing with these places, *ib.* 5240. 5242–5275——Details relative to the houses or rather dens of the poorer classes in Edinburgh, with their concomitant evils of overcrowding, filth, disease, &c., *ib.* 5242–5270——Injurious effect of the wretched dwellings of the lower classes in leading to pauperism, *J. Muir* 8619.

E.

Eassie (*Forfar*). Opinion of the parochial board in favour of an extension of the area of assessment to the county, *App.* 460, 461.

EDINBURGH:

Obstacles experienced in an attempted union of the three parishes in Edinburgh, *Smythe* 532——Failure of an attempt by witness to procure a combination of parishes in Edinburgh; particulars hereon, Sir *J. McNeill* 1424–1426. 1434. 1439, 1440. 1448, 1449.

Large expense in the city parish in respect of illegitimate children, *Lewis* 4584, 4585. 4605——Serious expense in respect of deserted wives and children, *ib.* 4628——Numerous applications in the city parish for exemption from poor rates as well as municipal rates, *ib.* 4703–4710——Careful investigation before exemption is allowed, there being many widows and others who are excused payment, *ib.* 4711–4715——Statement of the number of each class of paupers relieved in the city parish in the year ending 14th May 1868; deceptive character of the numerical returns adverted to hereon, *ib.* 4716–4721——Circumstance of the poor-house of the parish being almost always full, this leading to a large increase of out-door applicants, *ib.* 4723. 4751——Salutary effect anticipated from the increased poor-house accommodation now being provided by the parish, *ib.* 4724, 4725.

Total of 54,000 *l.* expended in the three parishes of Edinburgh in 1868, of which 20,000 *l.* was expended upon out-door paupers, *Lewis* 4726——Expenditure of 7,000 *l.* in management in Edinburgh in 1868, out of a total expenditure of 54,000 *l.*, *ib.* 4753——Total of 1,636 *l.* spent on medical relief in 1868 including salaries, *ib.* 4754–4756——Expenditure of about 90,000 *l.* on two poor houses for the city parish, Edinburgh, and St. Cuthbert's parish; complaint by the ratepayers as to the unnecessary outlay on architectural ornament, which outlay the Board of Supervision might have prevented, *ib.* 4850–4871. 4882–4886. 4894, 4895.

Very unsatisfactory character of the present mode of election of managers for the parochial board of the city parish; great improvement if the system of election were assimilated to that for the town council, *Lewis* 4872–4881. 4887–4893——Advantage if there

Report, 1869—*continued.*

EDINBURGH—continued.

there had been but one poorhouse for the city parish and St. Cuthbert's parish, approval of such arrangement by the Board of Supervision, *Lewis* 4882-4886——Inequality and injustice in Edinburgh through the great variation of the rate in different parishes, whereas through the opposition of St. Cuthbert's parish, it has been found impossible to effect a combination, *ib.* 4948-4956.

Statement in favour of combining the parishes of Edinburgh for purposes of assessment, there being great inequality and injustice at present, *Wood* 5194. 5212——Very large proportion of the paupers relieved in Edinburgh who have not long been resident there, *ib.* 5208-5211——Complaint as to the improper use of mandates in St. Cuthbert's parish, Edinburgh, by the chairman of the parochial board, Sir James Gardener Baird, *ib.* 5213-5216. 5219. 5222-5224.

Abstract statement containing particulars relating to the poor in the city parish, and the expenditure thereon, in each year since 1845, *App.* 449.

Statement of the expenditure of the corporation of Edinburgh in connection with the election of town councillors in the five years 1864-68, *App.* 466.

See also *Children,* II. 3.

Education (*Lower Classes*). Effect of better education and increased moral influences in checking pauperism, *Lees* 4114. 4307——Importance of improved education as a means of preventing much pauperism, *Begg* 4449——Great value of an extended system of compulsory education on an improved principle as a preventive against pauperism, *Lewis* 4907-4909. 4940-4945——Suggestions for the teaching of temperance and sobriety to boys, and for the instruction of girls in domestic economy, *ib.* 4908. 4940. 4945.

Great value of an extended system of education and of industrial instruction as a check to intemperance and pauperism, *Wood* 5281. 5290——Importance of a compulsory system of education for the lower classes as a means of preventing pauperism; strong feeling among the people in favour of such system, *Isdaile* 8335. 8340-8354——Want of improved education as a check upon pauperism, *J. Muir* 8619.

Education (*Pauper Children*). Information relative to the provision of education in connection with parochial relief, the Board of Supervision exercising stringent control on the subject, *Smythe* 817-822——Provision made for the education of paupers and illegitimate children, *Fraser* 1081, 1082——Satisfactory provision in regard to the education of pauper children generally, *ib.* 1148——Great improvement on the score of education if pauper children were not instructed in the poorhouses, but were boarded out and educated in the country, Sir *J. McNeill* 1786-1802.

Care taken to provide proper education for the children in the poor-house of Barony parish Glasgow, and to isolate them as much as possible from the adults, *M'Lellan* 3267-3301——Abandonment in the Abbey parish, Paisley, of the system of education in the poorhouse on account of its prejudicial effect, *Lees* 4047. 4075.

See also *Children* (*Boarding-out System*).

Edzell (*Forfar*). Objection by the parochial board to extending the area of assessment to counties, *App.* 460, 461.

Elberfield (*Saxony*). Excellent results produced at Elberfield, in Saxony, through the rates being dispensed by a voluntary association, *Wood* 5069——Further particulars relative to the system at Elberfield, and the action of voluntary agents in the distribution of funds legally assessed; great reduction thereby in the rates, *ib.* 5118-5121. 5131. 5137, 5138.

Employment. Steps taken by the parochial board of the Barony parish, Glasgow, to facilitate the employment of children brought up in the poorhouse; justification of their action in this respect, *M'Lellan* 3313-3316.——*See* also *Children.*

Equalisation of Rates. Effect of an equalisation of rates to produce extravagance, Sir *J. McNeill* 1460.——*See* also *Area of Chargeability.*

Evictions (*Country Districts*). Tendency under the law of settlement for poor persons to be driven from the country to the towns; instance of this at Auldbea, in Ross-shire, *Begg* 4402-4431——Effect of the present system of assessment by parishes in causing the exclusion of the poorer classes from the rural districts, cottages being pulled down by the landowners, and the people being obliged to move into the towns; particulars hereon, *Wood* 5194-5211——Statement as to the large number of evictions in country parishes in Caithness within the last twenty years, many of the houses pulled down being, however, miserable places, *Mackie* 7665-7678.

Exemptions from Rate. Contemplated assessment of many buildings now exempt, *Lennox* 6338-6341——Suggested abolition of the numerous exemptions now allowed, *Gray* 6593. 6629-6635——Expediency of abolishing exemptions as far as possible, *Bett* 7175-7182——Hospitals and other charitable institutions might still be exempt, *ib.* 7176-7180.

Approval

Report, 1869—*continued.*

Exemption from Rate—continued.

Approval of the abolition of all exemptions in the assessment for the poor-rate; question hereon whether hospitals or ragged schools might not be exempted, *Mackie* 8126–8149——Statement in support of the view that lands occupied by owners for sporting purposes should not be exempted from the payment of poor-rates, *ib.* 8160–8192——Objection to a removal of the exemption in the case of hospitals, schools, &c., *Isdaile* 8463–8473.

See also *Feu Duties. Ministers. Mortgagees. Small Occupiers.*

EXPENDITURE:

1. *Great Increase of Expenditure on the Poor, and Causes thereof.*
2. *Returns and Statistics containing various Details.*

1. *Great Increase of Expenditure on the Poor, and Causes thereof:*

Explanation of the large increase of annual expenditure for the poor, the great increase of lunatic poor being one of the chief causes, *Smythe* 159–164. 195–204——Large increase of wages and better condition of the people adverted to as partly accounting for the increased outlay upon the poor, *ib.* 159——Less expense of supporting the poor out of the poorhouse than in it, *Fraser* 927——Several causes of the large increase of expenditure on the registered poor, the chief increase being in respect of lunatics, *ib.* 937–945. 1104–1109——Increase of expense owing to the increased price of provisions, *ib.* 938. 1107, 1108.

Statement showing that though the total expenditure on the poor has increased immensely since 1849, there has been a fractional diminution in the per-centage of expenditure with reference to the annual value of property assessed, *Sir J. McNeill* 1317–1329——Total of 581,553 *l.* as the expenditure on the poor in 1850, and of 863,202 *l.* as the expenditure in 1860, *ib.* 1330——Progressive increase of the expenditure, *ib.*

Threefold cost of maintenance per head in the workhouse, as compared with the cost, per head, for out-door relief, *W. Watson* 1843–1845. 1930–1934——Great increase on the score of lunatics and of management, 1843——Very low rate in Ireland under the system of indoor relief, as compared with the rate in Scotland, *Hay* 2149.

Reference to the views respectively of Dr. Alison and of Lord Pitmilly, previously to 1845, upon the question of a new system of poor administration; immense increase of expenditure then anticipated, *Begg* 4354, 4355——Great waste of money under the new system, whilst the poor are no better cared for, *ib.* 4565, 4566——Statistics showing that the expenditure on the poor in Scotland for every 10,000 of the population increased from 1,656 *l.* in 1847 to 2,597 *l.* in 1868, being an increase of 56 per cent., *Lewis* 4658–4662——Tendency, both in local boards and in the Board of Supervision, to expend the rates in a manner not altogether justifiable, *ib.* 4870.

Tendency of the supervision of the central board to cause increased allowances and increased expenditure, *Brown* 5619——Excess of the general cost of indoor relief when compared with the expenditure of the working classes, *Lennox* 6393–6396——Opinion that the less the expenditure the better the management, *Bett* 7037–7042——Much greater expense, per head, of indoor paupers than of outdoor paupers, *Mackie* 8024, 8025.

2. *Returns and Statistics containing various Details:*

Return of the sums expended on the relief, management, &c., of the poor in each of the years 1846-68, *App.* 450, 451.

Table showing for each year, since 1845, the per-centage of total expenditure, and the per-centage of expenditure under different heads, with reference to the annual value of lands and heritages, *App.* 453——Conclusion from the foregoing return that the rate per cent. of the estimated annual value of lands and heritages expended on the relief and management of the poor is, on the average, less for the last nine years than for the preceding ten years, *ib.*

Statement of the expenditure for maintenance in the years ended 14th May 1847 and 1848, showing the proportions thereof to every 10,000 of the population in 1841 and 1861, respectively, and the increase or decrease of those proportions in 1868, as compared with 1847, under the several heads of expenditure, *App.* 465.

Comparative statement between city and urban and rural parishes in the county of Lanark, showing the combined population of each separately, the number of registered poor relieved during the year, and the relative expenditure, *App.* 475.

Tables showing the annual increase in the assessable value of real property in Scotland as assessed for the property tax, from 1847 till 1865, as compared with the increase in the cost of pauperism, *App.* 479——Result of the foregoing table, that while the cost of pauperism has increased 49½ per cent., real property has increased 61 per cent., *ib.*

Table showing the population, pauperism, and cost of poor in Scotland in three High-

EXPENDITURE—continued.

2. *Returns and Statistics containing various Details*—continued.

land counties, and each island of the Hebrides; also the cost per head and proportion of poor to the population, as at May 1868, *App.* 480.

Return of the expenditure of parishes having poorhouses in 1854 and 1858, showing the amount of increase in each case, *App.* 489.

See also *Appeal. Area of Chargeability. Claim to Relief. Combination of Parishes. Consolidated Fund. Edinburgh. Glasgow*, IV. 2. *Irish Poor. Litigation. Lunatic Poor. Management. National Rate. Out-door Relief. Paisley*, I. 2., II. 1. *Pauperism. Poorhouses. Salaries. Valuation.*

F.

Fearn (*Forfar*). Objection by the parochial board to extending the area of assessment to the county, *App.* 460, 461.

Feu Duties. Expediency of removing the exemption of feu duties from taxation for poor-rates, *Fraser* 1038–1042. 1118. 1213, 1214——Payment of rates by the holders of feus as proprietors, though the persons deriving income from feus as superiors escape taxation, *Sir J. McNeill* 1490–1500——Doubt as to the expediency of assessing feu duties for the poor-rate, or of levying the rate upon bondholders; witness, in fact, has not studied this question, *M'Lellan* 3209–3226.

Important improvement if holders of feu duties and of bonds were liable to assessment, *Lewis* 4989–4996——Argument opposed to the assessment of feu duties and interest from heritable bonds, as being no relief to the feuar or mortgager, *R. Watson* 5873–5878——Expediency of the assessment of feu duties and ground annuals, *Gray* 6630; *Isdaile* 8451–8456.

Forfarshire. Doubt as to the rates in country parishes in Forfarshire being much raised by county rating, *Hay* 2071–2075——Statement showing that rural parishes in Forfarshire are rated much less heavily than burghal parishes, so that a combination of parishes would doubtless raise the rate in the former, *ib.* 2251–2258. 2308–2310.

Result of inquiries circulated in Forfarshire by the parochial board of Montrose on the question of county rating; approval thereof by town parishes and disapproval by landward parishes, *App.* 459–461.

Return of the valuation of the parishes in the county, with the expenditure for support of the poor, and the per-centage of expenditure on valuation in each case, *App.* 462.

Fraser, Patrick. (Analysis of his Evidence.)—Is sheriff-depute of the county of Renfrew, and has been an *ex officio* member of the Board of Supervision since 1862; 835–839——Statement of the attendances at the Board since 1862 of the three *ex officio* sheriffs, 840–842——Increase in 1867 in the payment of the sheriffs, as members of the Board, their allowance having been raised from 100*l.* to 150*l.* a year, 843–845——Attendance of Mr. Smythe in order to make a quorum in the absence of the sheriffs, two members being required for a committee and three for a board, 846–848. 855——Necessity of the proceedings of a committee of two members being subsequently confirmed by a board, 848. 851, 852.

Practice of holding each meeting on Thursday, there being one meeting every week, 849, 850——Limited attendance of Sir William Gibson Craig and of other members, except the three sheriffs and the chairman, 853–859——Way in which legal questions are dealt with by the legal members, the Solicitor General being sometimes referred to, and the opinion of counsel being taken in important cases, when the board is not unanimous, 858–876——Varied character of the questions which come before the board for their decision, 868, 869.

Unsatisfactory character of the inquiry before the sheriff into applications for relief, the truth being better elicited in the subsequent inquiry by the Board of Supervision, 878–882. 911, 912——Frequency of undeserving persons being ordered relief by the sheriff, it being a defect that there is no power to remove such persons from the parish roll, 882–884. 1160, 1161——Opinion that an increasing number of persons not entitled to relief are put upon the roll, 884——Inefficient administration of the law by the inspectors, *ib.*

Numerous instances adduced in proof of the statement that persons able to support themselves frequently get upon the roll, and also persons who have relatives able to support them, and bound under the law to do so, 884–893——Frequent neglect of poor parents by children who might well contribute to their support, 884. 887. 889, 890——Entire inefficacy of the present remedy at law in regard to the support of poor persons by their relatives, 892, 893.

Suggested amendment of the law as to the non-liability of all, in the collateral line, to support their relatives, 893. 1178, 1179——Proposed abolition of the defence of inability to

Report, 1869—*continued.*

Fraser, Patrick. (Analysis of his Evidence)—*continued.*

to pay, in cases of prosecution by the parochial board, against relatives liable in law, 893. 1178, 1179——Further proposal that the local board should have power of arrestment of wages, and that certain discretion be vested in the inspectors as to recovery from relatives after a decree has been obtained, 893–903. 910.

Objection to giving power to the Board of Supervision to strike persons off the roll; expediency rather of such power in the local board, or in a committee of such board, 898-909——Too much work already thrown upon the Board of Supervision, more especially by the Public Health Act, 898. 905. 913–917——Disapproval of applications to be placed on the roll being dealt with on approval by the Board of Supervision exclusively, instead of by the sheriff in the first instance, 911–922——Suggestion that applications be dealt with by the parochial board, or by a combination of local boards, 923–925.

Value of the poorhouse as a test, though it is of little use in the way of compelling relatives to assist their friends, 926——Less expense of supporting the poor, out of the poorhouse, than in it, 927——Practice of the Board of Supervision not to regard the poorhouse as a compulsory test in all cases; illustration hereon, 928–932——Improper distribution or location of the poorhouses, witness suggesting that the Board of Supervision should exercise jurisdiction in this respect, 933–936.

Several causes of the large increase of expenditure on the registered poor, the chief increase being in respect of lunatics, 937–945. 1104–1109——Frequency of out-door relief in kind, 946, 947—— Statement in connection with the large increase in the number of dependants since 1855; 948–954. 1225–1229——Increase of pauperism generally owing to the discontinuance of voluntary support, and of the system of support by relatives, this being an inevitable consequence of the poor law, 955. 964–966.

Conclusion as to the necessity which existed for the Act of 1845, on account of there having been no certainty of relief for the starving poor, 956–962——Very unsatisfactory state of things in Shetland, pauperism and poor-rates having greatly increased since 1845; opinion that the only remedy is in the provision of poorhouses, 963–970. 989, 990.

Consideration of the operation of the law of settlement in Scotland, and of suggestions for its abolition or modification; conclusion of witness that any alteration would bring with it greater evils than the present law entails, 971–1013——Approval of five years' residence as the basis of settlement, three years having been found too short, 974. 1008——Objection to an extension of the area of chargeability in connection with an abolition of settlement; great waste of expenditure sure to result, 985-996——Extravagance of administartion if the poor were partly supported by Imperial contribution, 991–994. 1032–1037.

Great misapprehension and exaggeration on the subject of the legal expenses connected with questions of settlement, 996, 997. 1001, 1002——Evidence opposed to any alteration in the incidence of taxation, which should comprise a return to the former system of assessment of means and substance, 1014–1031——Statement as to the exceptional continuance in Greenock of the system of means and substance: great dissatisfaction on the subject, 1014. 1021. 1027, 1028. 1031. 1140–1143.

Adequate check over the expenditure in medical relief, 1033——Undue economy in the payment of inspectors, 1034——Non-objection to lunatics being placed on the Consolidated Fund, 1036, 1037——Expediency of removing the exemption of feu duties from taxation for poor-rates, 1038-1042. 1118. 1213, 1214——Objection to the exemption of ministers' manses and glebes, 1043, 1044——Conclusion as to ministers' stipends being liable to taxation for the poor under the 49th section of the Act of 1845; 1044–1053.

Approval of the minister being an *ex officio* member of the parochial board, 1054, 1055——Unsatisfactory working of the law as to mandates or proxies, it being desirable to make the mandate renewable every six months, 1056–1062——Approval of inmates of lunatic asylums being allowed to leave the asylums if they have been rendered innocuous and able to take care of themselves, 1063–1067.

Difficulty of any alteration of the law with a view to keeping down the charge in respect of illegitimate children, 1068–1077——Belief that bastardy is not encouraged by the facility of poor law relief in such cases, 1075–1077——Suggestion that illegitimate children should in certain cases be liable for the support of their parents, 1078–1080——Provision made for the education of paupers' illegitimate children, 1081, 1082.

Annual vote of 10,000*l.* out of the Consolidated Fund in aid of medical relief in Scotland, 1083——Expediency of control in the Board of Supervision over the dismissal of medical officers, 1084, 1085——Practice as to the remuneration of the medical officers, and as to the supply of medicines by them in some instances; importance of increased remuneration, 1086–1095——State of the law as to the relative appointments of sanitary officer and medical officer in any parish, some discretion being desirable, 1096–1099.

Very efficient operation of the Board of Supervision; the board is, however, much overworked, 1100–1103——Suggestion that the sheriffs generally berequired to share in

Report, 1869—*continued.*

Fraser, Patrick. (Analysis of his Evidence)—*continued.*

the work of the board, 1100——Occurrence of only two instances since 1845 of the board having found it necessary to bring questions before the Court of Sessions on appeal from parochial boards, 1103.

Suggestion with a view to the holders of heritable bonds and ground annuals being assessed for the poor-rate; how this might be effected, 1110–1117. 1208–1212——Explanatory statement relative to the practice of classification of lands and heritages for purposes of assessment, and the extent to which adopted; expediency of classification being adopted generally, 1119–1128. 1149–1151——Practice of the Board of Supervision as to the decision of legal questions further adverted to; objection to their being the court for deciding disputed questions of settlement, 1129–1137——Inability of parochial boards to strike a pauper off the roll, if the sheriff decide to the contrary, 1138, 1139.

Increasing amount of vagrancy in Scotland, there being no effectual provision in the poor law for checking this evil, 1145–1147——Recent issue of a circular by the Board of Supervision on the subject of vagrancy, 1145, 1146. 1152, 1153——Satisfactory provision in regard to the education of pauper children, 1148——Considerations as to the expediency of making public the neglect of poor persons by their relatives, in order to shame the latter to contribute, 1150–1160. 1167.

Strong objection to legal power in parochial boards to relieve the able-bodied, the boards already exercising a discretion in the matter in urgent cases, 1162–1166——Further statement in favour of parochial boards being empowered to decide whether persons should be placed on the roll, there being still an appeal to the Board of Supervision as to the amount of allowance, 1168–1173——Unsatisfactory character of the inquiry by the sheriff further adverted to, 1169–1177.

Further consideration of the practice as to the combination of parishes, it being desirable that the Board of Supervision should have compulsory powers in the matter, 1180–1185. 1215–1220——Disapproval of an appeal to the Board of Supervision upon the question of poor persons being placed on the roll, 1186, 1187——Admission as to hardship sometimes resulting in Highland parishes from the law of settlement, 1188.

Increase of vagrancy further adverted to; approval of a suggestion for placing vagrants directly under the police, 1189–1198——Further argument that though hardship sometimes arises from the law of settlement it is not advisable to disturb the law, nor to alter the five years' residence, 1199–1207——Very lax administration of the law in many parishes owing to the sheriffs usually deciding in favour of persons being placed on the roll, 1221–1224.

Free Church Secession. Effect of the secession of the Free Church in largely adding to the number of registered poor, *Smythe* 183–187——Large increase of paupers on the parochial roll further adverted to, in connection with the Free Church secession, and the alteration as to church door collections, *ib.* 776–780. 799–808.

G.

Glamis (*Forfar*). Objection by the parochial board to extending the area of assessment to the county, *App.* 460, 461.

GLASGOW:

I. *Efficient Management of the Glasgow Parishes.*
II. *Question of a Combination of Parishes.*
III. *Relief of Able-bodied and Casual Poor.*
IV. *Barony Parish:*
1. As to the Constitution of the Parochial Board, and as to the Local Bill and Act on the Subject in 1862.
2. Amount and Cost of Pauperism.
3. System of Assessment.
4. Poorhouse.
5. Suggested Restriction upon Out-door Relief and Increase of the Poorhouse test.
6. Other Details generally.
V. *City Parish.*

I. *Efficient Management of the Glasgow Parishes:*

Testimony to the very efficient management of the Glasgow parishes, *Sir J. McNeill* 1456——The City parish, the Barony parish, and the parish of Govan, are as well managed as any parishes in Great Britain, *ib.*

Report, 1869—*continued.*

GLASGOW—continued.

II. *Question of a Combination of Parishes:*

Unwieldy population for single management if the three large parishes in Glasgow were combined, *Sir J. McNeill* 1456-1459——Obstacles to a combination of the three parishes of Glasgow as to the area of taxation, whilst they remained separate areas as to management, *ib.* 1652-1661——Objections to a union of the three parishes of Glasgow for purposes of assessment and management, *R. S. Muir* 2793-2807. 2824-2833 Doubt as to its being any advantage to combine the three parishes in Glasgow, though some re-arrangement of boundaries is desirable, *Menzies* 2951-2953. 2963.

Increased difficulty of administration, without any corresponding advantage, by combining the parishes in Glasgow for purposes of assessment and chargeability, *M'Lellan* 3262-3278——Witness considers an amalgamation of the Glasgow parishes very desirable, *M'Laren* 3400-3408——Objections to the union of any other parish in Glasgow with the Barony parish, the size and population of the latter being already very large; less objection if the law of settlement were altered, *Beattie* 3715-3726.

III. *Relief of Able-bodied and Casual Poor:*

Voluntary subscriptions raised for the able-bodied poor during the depression in trade in Glasgow, *R. S. Muir* 2758-2768; *M'Lellan* 3359, 3360——Very limited extent to which relief has been given at Glasgow, under the Act of 1845, to casual poor, *R. S. Muir* 2853, 2854.

IV. *Barony Parish:*

1. As to the Constitution of the Parochial Board, and as to the Local Bill and Act on the Subject in 1862:

Necessity of a local Act some years ago in order to amend the constitution of the parochial board of the Barony parish, *Sir J. McNeill* 1517-1519——Appointment of some of the Commissioners of Supply as members of the board, on the recommendation of witness; want previously of the magisterial element at the board, *ib.* 1517——Framing of the Act so that it might serve as a model for other large suburban parishes, *ib.*——Efficient working of the Act, *ib.*

Satisfactory constitution and working of the parochial board, save that there is much trouble and expense as regards the election of members, *Menzies* 2913-2919——Constitution of the Barony Board when witness first joined it ten years ago, as a rural board on the old principle of mandates, there having been thirty elected members in addition to the heritors, *M'Lellan* 3024-3042——Very unsatisfactory working of the system of mandates at the former board, *ib.* 3043-3045.

Details relative to the Bill introduced by the Barony parish in 1862, and the material alterations made for the worse therein at the instance of Lord Redesdale, through the Board of Supervision, after the Bill had passed the House of Commons, *M'Lellan* 3064 *et seq.*——Present constitution of the Barony Board adverted to, as comprising twenty-one elected members, four from the Commissioners of Supply, and four from the kirk session; its efficiency, *ib.* 3066-3075. 3082. 3107-3141——Comment upon the course pursued by Sir John McNeill and the Board of Supervision in reference to the Bill of 1862, after it had passed the House of Commons, the Bill having been submitted to the Board, in the first instance, and not objected to by them, *ib.* 3075-3077. 3108-3140.

Evil of the enforced omission from the Bill of 1862 of a clause providing for the performance of business during the annual interval between the expiry of one board and the election of another, *M'Lellan* 3075, 3076. 3086-3093——Willingness expressed by Lord Redesdale to pass the Bill if Sir John McNeill would state that he had no objection to it, *ib.* 3077. 3107. 3111——Omission from the Bill of clauses providing that only one-third of the parochial board should retire annually, and that the chairman should continue at the board *ex officio* until a successor was appointed, *ib.* 3078——Advantage if the system of open polling, as first proposed in the Bill of 1862, had been adopted, *ib.* 3079, 3080. 3083, 3084.

Disadvantage through the refusal of power to elect a successor to any member dying after his election, *M'Lellan* 3099——Improvement if the board were elected in May, instead of November, *ib.* 3102-3106——Statement as to the board having eventually obtained their Act in 1862, only by bringing the Bill as near as possible to the condition of the Burghal Bill of Scotland, *ib.* 3114, 3115——The promoters of the Bill felt perfectly safe that it would pass, and were taken completely by surprise, *ib.* 3114. 3138.

Further statement as to the Act eventually obtained in 1862 being very objectionable, as compared with the Bill first introduced in that year, *M'Lellan* 3339-3344.

2. Amount and Cost of Pauperism:

Increase of pauperism in the parish but not in proportion to the increase of population, *Beattie* 3422. 3445-3448——Total annual expenditure in each of the last ten years, the increase being considerable in the last three years, owing chiefly to slackness of trade,

GLASGOW—continued.

IV. *Barony Parish*—continued.

2. Amount and Cost of Pauperism—*continued.*

Beattie 3441-3448——Great increase in the population and the valuation of the parish 1851, *ib.* 3448, 3449.

Number of paupers in each year since 1845, there having been a large increase in the last few years, exceptional increase also in 1849; when there was great depression in trade, *Beattie* 3456-3467——Statement of the number of applications in each year, the increase being rapid, *ib.* 3468. 3494——Statement of the number and classes of out-door and in-door paupers of the parish on the 1st of January 1869, *ib.* 3618, 3619——Impression that the cost of management is about 10 per cent. of the total cost, *ib.* 3739-3741.

Statement showing the total cost of in-door and out-door relief in Barony parish, in each of the years 1858-68, also the particulars of cost under different heads, *App.* 463——Number of applications for relief in each of the years 1848-68, *ib.* 464——Statement of registered and other poor in the parish, and of the population, in each year since 1845, *ib.*

3. System of Assessment:

Explanation as regards the rating in the Barony parish, that there is a deduction of twenty per cent. from the gross value in all cases, save in the case of tenant farmers, who are first allowed fifteen per cent. off the gross value, and are assessed on one-third of the remainder, *M'Lellan* 3142-3156——Satisfaction of the ratepayers with the system of assessment, *ib.* 3149-3151——Small part of the rates in Barony parish derived from the landward portion, *ib.* 3160——Practice of rating the smaller occupiers, *ib.* 3182.

Explanation of the course pursued by the board in hearing applications for exemptions on the plea of poverty, the bulk of such applications being granted, *M'Lellan* 3184-3191——Varying per-centage of assessment, the assessment being upon the net value, *ib.* 3450-3455——Comparatively small amount of arrears in the collection of the rate in the Barony parish, such arrears arising chiefly in respect of houses about 10 *l.* value, *ib.* 3782-3793——Assessment of houses below 4 *l.*; objection to the exemption of this class, *ib.* 3790-3798——Total of 10,624 houses under 4 *l.*, *ib.* 3799.

4. Poorhouse:

Rule in the Barony parish to offer the poorhouse in cases sent by the sheriff, the house being refused in about one-half of such cases, *Menzies* 2910-2912——Accommodation for 1,350 inmates in the poorhouse, 160 of whom come under the license for lunatics, *M'Lellan* 3353——Large infection hospital attached to the poorhouse with a separate medical officer, *ib.* 3353-3355.

Acceptance of the poorhouse by about one in three of those to whom it is offered, *Beattie* 3469. 3473——Difficulty through the house being so arranged that the accomodation for males and females must be equal, *ib.* 3493. 3620-3626——Advantage of a separate school building, *ib.* 3510-3539.

5. Suggested Restriction upon Out-door Relief and Increase of the Poorhouse test:

Belief that out-door relief is too freely given in the Barony parish, and that it tends to demoralize the people and to create pauperism, *Beattie* 3482-3489. 3512, 3513——Want of enlarged poorhouse accommodation so that the test may be better enforced, care being taken to act judiciously, *ib.* 3484, 3485. 3491-3502. 3635. 3650.

6. Other Details generally:

Total of 1 *s.* 4 *d.* in the pound as the present poor-rate in the Barony parish, *Menzies* 2954-2957——Employment of three medical men for the poorhouse, there being also an out-door staff with similar salaries and duties as in the City parish, *ib.* 3016-3019——Requirement of a medical certificate before it is decided whether to give relief, *M'Lellan* 3363, 3364; *Beattie* 3480.

Total of seventy-eight assistants or officials in the Barony parish, witness exercising a general control, and the poor having facilities of direct representation to him, *Beattie* 3416-3421. 3726-3733——Much better care of the poor in the parish than in former years, more especially since 1860, *ib.* 3422, 3423. 3482——Total of nine inspectors in the parish for visiting the poor, *ib.* 3726——Facilities of the poor for making application to the board, *ib.* 3733-3736.

Employment of eleven surgeons in the Barony parish, the salary of each being 55 *l.*, *Beattie* 3751-3754——Abuse of the former plan of requiring the surgeon to supply medicines out of his salary, a dispensary being now in operation, *ib.* 3753-3756——Check upon the power of the medical officers to give relief without direction from witness or the board, *ib.* 3759-3764——Staement of the cost of the medicines, salaries, &c.: total of nearly 2,000 *l.* a year, *ib.* 3765-3771.

Report, 1869—*continued.*

Glasgow—continued.

V. *City Parish.*

System of a committee with sub-committees for the management of the poorhouse of the city parish, *R. S. Muir* 2511——Average of 1,400 inmates last year, the house being constructed to hold about 1,600, and being generally pretty full, *ib.* 2512–2516——Care paid to the classification of the paupers, *ib.* 2517, 2518. 2612, 2613——Arrangements as to the maintenance and education of a large number of children in the poorhouse, these being in a house by themselves, *ib.* 2519–2521. 2655–2676.

Total of 3,754 applications for relief in the last half year of 1868, 271 applications having been refused, and there having been fifteen appeals to the sheriff, who ordered relief in each case, *R. S. Muir* 2574–2577, 2592–2602——Very few appeals to the Board of Supervision, *ib.* 2582–2584——Frequent visitation of the workhouse, all complaints by paupers being duly investigated, and there being generally no real ground for complaint, *ib.* 2606–2611——Fixed scale of dietary, according to the regulations of the Board of Supervision, *ib.* 2616, 2617.

Particulars relative to the working of the different committees or sub-committees by which the poorhouse and the parish business generally are administered, *R. S Muir.* 2618–2656——Total of thirty-three members of the parochial board, of whom twenty-five are elected, the whole constitution of the board being very satisfactory, *ib.* 2677, 2678——Tendency to a decrease of the rates until last year, when there was an increase owing to the dulness of trade, *ib.* 2679, 2680. 2755–2757——Provision of dispensaries for the out-door poor and in-door poor, the medical men being paid by fixed salary, *ib.* 2732–2739.

Discretion in the matter of medical out-door relief to persons likely to come on the roll, *R. S. Muir* 2740–2742——Absence of complaints about the amount of the poor rate, which is at present 1 *s.* 7 *d.* in the pound, *ib.* 2743. 2751, 2752——System of deduction of 20 per cent. of the gross rental in levying the rate, *ib.* 2744–2750——Total of 3,319 *l.* irrecoverable out of the rates in 1858, the recusants being mostly the occupiers at 4 *l.* and under, *ib.* 2753, 2754. 2761. 2784–2789. 2813–2823.

See also *Able-bodied Poor*, 2. *Aged Couples. Assessment*, 6. *Birrell, Robert. Children* II. 4. *Lunatics*, II. 3, 4.

Golspie. Beneficial effect of the putting down of the public-houses in Golspie by the Duke of Sutherland, *Mackie* 7951.

Gottenburg. Statement by Dr. Elias Heyman of Gottenburg, explanatory of the arrangements there adopted for the regulation and restriction of the liquor traffic, by means of a public company formed for the sale of liquor, &c., *Wood* 5280——Large diminution of drunkenness in Gottenburg through the operation of the company and the excellence of its regulations, *ib.*

Govan Poorhouse. Probable arrangement, before a new poorhouse was sanctioned for Govan parish, relative to the payment of the debt on the old poorhouse, *Sir J. McNeill* 1777–1779.

Gray, Henry Cowan. (Analysis of his Evidence.)—Has been a member of the parochial board of Ayr for many years; also of the board of the Kyle Union, 6430–6436——Approval by the Ayr board of a certain report drawn up by witness on the subject of the poor law, 6437——Very little interference of the Board of Supervision with the Ayr board, 6438. 6444–6446. 6451, 6452——Expediency of the local boards being less liable to the interference of the central board or the inspector in trifling matters, 6438. 6445. 6454——Advantage if there were more paid members on the central board who should attend regularly, 6439——Suggestion that the general discussions of the board should take place in public, 6440–6443.

Probable advantage if in certain cases the Board of Supervision could compel parishes to combine for poorhouse purposes, 6447–6450——Approval of the central board as a means of securing uniformity, 6453. 6482, 6483——Necessity of some paid legal members on the Board of Supervision, with a view to all questions of settlement, &c., being decided by the Board, 6455–6459.

Very defective constitution of the Ayr board, the parish being partly landward and partly burghal; amendments suggested, 6460–6463——Suggested abolition of *ex officio* representation, 6463. 6640——Unsatisfactory and expensive results of the system of appeal by applicants from the parochial board to the sheriff, it being desirable that the appeal should be to the Board of Supervision, 6465–6475. 6479–6481. 6486. 6493–6499——Abuses requiring correction in the system of mandates, 6476–6478. 6640, 6641——Efficient exercise of its duties by the Ayr board, 6484.

Way in which the action of the sheriff tends to increase the number of paupers, 6486 6493–6496——Great abuse in connection with out-door relief, the money being frequently spent in drink, 6486——Tendency of the poor law to cause improvidence, and thus to increase pauperism, *ib.*——Effect of the legal claim to relief in inducing applications, *ib.*——Large amount of pauperism owing to vagrancy, many of the vagrants being Irish,

Report, 1869—*continued.*

Gray, Henry Cowan. (Analysis of his Evidence)—*continued.*

6486. 6500–6503——Facility of dealing with vagrants in Ayr parish, under the Police Act; difficulty in the adjoining parishes of Newton and Wallace Town, 6486–6492.

Obstacle to a combination of Newton and Wallace Town with Ayr, the rates being much lower in the latter parish, 6489–6492——Advantage of combining the three parishes at Ayr, as admitting of economy of management, such combination to be part of a general system, 6504-6520——Approval generally of combinations of parishes, and of an extension of the area of chargeability, local boards being still retained, 6509–6527——Suggestion that combination be required by law under certain circumstances, instead of a discretion being given to the Board of Supervision in the matter, 6528–6533.

Increase of pauperism owing to desertion by husbands; the prosecution in such cases should rest with the fiscal, 6535——Improvement required as regards recovery from paupers' relatives, *ib.*——Suggestion that mothers of illegitimate children should obtain no out-door relief, and should be required to work, 6535, 6536——Extent of the increase of expenditure in Ayr parish considered in connection with the increase of pauperism; obstacle to any reduction of cost unless the number of poor be reduced, 6537-6554——Concurrence with Mr. Lennox as to the inexpediency of treating the inmates of the poorhouse too liberally on the score of diet, &c., 6552. 6555-6559.

Great litigation arising out of the law of settlement, 6559——Frequent hardship in Ayr parish on account of the law settlement; remedies required, 6559–6566——Particulars relative to the mode of dealing with children in Ayr parish, either by placing them in the Kyle Union poorhouse, or by boarding them out; advantages of the latter plan, 6567-6593. 6744.

Very unequal operation of the present system of assessment, 6593——Suggested abolition of the numerous exemptions now allowed, 6593. 6629-6635——Proposition for the adoption of an amended system of means and substance, incomes under 30 *l.* a-year being alone exempted; causes of the failure of the former mode of working the system in Ayr adverted to hereon, 6593-6604. 6629-6639——Practice till the present year of exempting tenants of houses under 4 *l.* in Ayr, the proprietors paying the assessment, 6593. 6736–6738——Approval of a Government contribution towards the relief of the poor, as towards the police; conclusion that extravagant administration would not result, 6605-6628.

Details in connection with the Kyle Union poorhouse for Ayr and other parishes, its costly character, the undue expense of maintenance, want of classification, &c., 6642-6681. 6689-6700——Statement that as regards Ayr parish the poorhouse has ceased to be a test, 6642. 6678-6681——Necessity of retaining the practice of out-door allowances, 6682——Approval of power in parochial boards to dismiss their officials, 6683, 6684——Ungrounded complaints sometimes made by the poor against the inspector in Ayr, 6688——Objection to the chaplain's duties at the poorhouse being performed by the governor, 6701-6704.

Statement relative to the undue expense incurred by the parish of Ayr in respect of pauper lunatics in asylums; economy without risk of ill-treatment, by placing many of these in private families, 6705-6718. 6739-6743——Improvement if there were an amalgamation of the Board of Supervision and the Lunacy Board, 6712-6714——Arrangements as to medical attendance in Ayr parish and in the Kyle Union, and as to the remuneration of the medical officers; absence of complaint, 6719-6727——Facilities for giving some relief to poor persons without placing them on the roll, 6728, 6729.

Representation relative to the mortifications and bequests in the parish, amounting to 250 *l.* a year, and now administered by the kirk session and magistrates instead of by the parochial board, 6730-6733——Relinquishment of the management of these mortifications by the parochial board in accordance with legal advice, 6730, 6731——Effect of the aid given to poor persons from the mortifications in keeping them off the parish roll, 6734, 6735.

Greenock. Exceptional circumstances under which the system of means and substance has been retained in Greenock, *Smythe* 242, 243; *Sir J. McNeill* 1487–1489——Statement as to the exceptional continuance in Greenock of the system of means and substance; great dissatisfaction on the subject, *Fraser* 1014. 1021. 1027, 1028. 1031. 1140–1143.

Gross Rental. See *Assessment*, 8.

H.

Hay, William. (Analysis of his Evidence.)—Is Provost of Dundee, and has been secretary and solicitor of the Dundee parochial board for the last fifteen years, 1993–1995——Very unsatisfactory mode of constitution of the parochial board, owing to Dundee being improperly classes as a landward parish; almost unlimited number of members, only thirty of whom are elected, 1996–2004——Increasing amount of pauperism in Dundee during the last five years; conclusion as to this being owing to the operation of the Act of 1845, and not to any depression in trade, 2005–2013. 2019–2023. 2050.

Explanation

Report, 1869—*continued.*

Hay, William. (Analysis of his Evidence)—*continued.*

Explanation of the mode in which applications for relief are dealt with at Dundee, the poorhouse being freely offered, and being accepted by about one-third of the applicants, 2009–2013——Impracticability of working the law but for the poorhouse test, 2013. 2150——Very few honest poor among the large number who refuse the poorhouse, many of them being vagrants or becoming vagrants, 2014–2018. 2152–2154——Difficulty experienced owing to the prohibition of relief to the able-bodied; grounds for suggesting that the parochial board be vested with a discretion in the matter, 2024–2037.

Greater stringency desirable in the enforcement of the poor house system, 2037. 2143–2151——Strong approval of power in the central board to enforce the combination of parishes for poorhouse purposes, 2038–2040——Large saving of expense under the head of management if the area of chargeability and management were extended to the county, 2038. 2040 *et seq.*——Great multiplicity of books and accounts, and great excess of correspondence in Dundee parish owing to the present system of multiplicity of boards, 2055–2058. 2068–2081.

Amounts paid and received by Dundee parish in respect of settlement cases in different years; loss to the parish if settlements were abolished, unless at the same time the area of chargeability were enlarged, 2059–2065——Hardship upon Dundee in respect of the Irish non-settled poor, 2062, 2063——Evidence favourable to a county rating, chargeability, and management, as a means of securing in various ways great facility of management of the poor and considerable economy, 2066, *et seq.*——Doubt as to the rates in country parishes in Forfarshire being much raised by county rating, 2071–2075.

Suggestions for avoiding the great expense now incurred by having an assessment roll made up in every parish, 2085 *et seq.*——Advantage in collecting the poor rate by the same machinery as the income-tax, and of basing it on the same valuation, 2086–2103. 2107–2142——Objection to the poor rate being assessed on lands and houses instead of according to means and substance; suggestions on this subject, 2087–2098. 2108–2123.

Recommendation that power be given to exempt all occupiers under 5*l.* rental from assessment for the poor rate, 2092, 2093. 2124–2132——Tendency of the payment of rates by the poorer classes to induce applications for relief, 2092, 2093——Comparative result in Dundee under the system of means and substance, and under the present system of assessment, 2103–2106——Facility of combining the rental and the income tax in the assessment for the poor rate, but one roll being necessary, 2137–2142.

Expediency of in-door relief being the rule and out-door relief the exception, as tending greatly to diminish the number of paupers, 2143–2151——Very low rate in Ireland, where the expenditure is almost entirely in in-door relief, 2149——Want of a more stringent law for dealing with husbands who desert their wives, 2154, 2155——Very good and careful classification of the women in Dundee poorhouse, 2156–2158——Intercourse allowed between widows and their children, 2159, 2160. 2188, 2189——Practice of bringing up orphans and deserted children in the country by boarding them out, the effect being excellent, 2160–2165. 2186–2188——Great increase of lunatics on the parish roll, owing chiefly to the increased surveillance exercised by the Lunacy Board, 2165–2174.

Improvement if the Board of Supervision, or a department of the Board, were empowered to decide all questions of settlement, 2174. 2179, 2180——Approval generally of the constitution and working of the Board of Supervision, 2175. 2178——Opinion that the local boards should have more power over the inspectors, and should be more directly under the central board, 2175–2177——Conclusion that the central board has, practically, power to fix the allowances to paupers, 2180.

Means of largely reducing the poor rate in Dundee if the system of management were properly amended, 2181, 2182——Strong dissatisfaction throughout the country in respect of the increasing rate, 2182——Objection to reducing the period of residence required for settlement, though it is desirable to extend the area, 2184, 2185.

[Second Examination.]—Further information relative to the course pursued at Dundee in boarding out and educating orphans and deserted children, and in educating in the poor-house children who are there with their mothers, 2190–2204. 2238–2251——Exceptional instances of children being taken from their mothers and boarded out, whilst the latter are on out-door relief, 2190, 2191. 2195–2197——Education of the children in the poorhouse by the chaplain, 2199, 2200. 2408–2410——Excellent results of the system of boarding out further adverted to, 2204. 2238. 2242, 2243.

Statistics for the last ten years of the number of applicants offered the poorhouse in Dundee, and the number who accepted and refused, 2204–2207—— Further particulars relative to the annual increase of applications for relief and the increase of pauperism, and conclusion that this is not owing to dulness of trade, 2205, 2206. 2218. 2222–2229——Undeserving character of those who, on being offered in-door relief, refused to accept it, many of them being probably tramps, 2208–2222.

Further details on the subject of the number and cost of pauper lunatics, and the great increase of expense on this score since, 1859; 2229–2232——Information relative

Report, 1869—*continued.*

Hay, William. (Analysis of his Evidence)—*continued.*

to the management and cost of the in-door poor, the careful treatment of the sick, and the efficiency of the administration generally, 2232–2238——Statement showing that rural parishes in Forfarshire are rated much less heavily than burghal parishes, so that a combination of parishes would doubtless raise the rate in the former, 2251–2258. 2308–2310.

System of classification in parishes, partly burghal and partly landward, the tenant being sometimes assessed on only one-third or one-fourth of the rent of the land, 2259–2272——Consideration of the proposal in the Lord Advocate's Bill for abolishing deductions and for making the gross rental the basis of assessment throughout Scotland; objection thereto as regards parishes partly burghal and partly landward, but not as regards burghal parishes, 2272. 2307. 2356–2383——Concurrence to some extent in the views of Mr. Goschen on the subject of deductions or classification; irregularity in the case of mills, houses, &c., unless there be a differential scale, 2276. 2279–2307. 2366–2379.

Examination in reference to the reduction of twenty per cent. now allowed in the assessment of mills and house property; reasons for such deduction, 2282–2307——Doubt as to any hardship if the poor rate were assessed on the basis of the income tax, and were applied to incomes of 100 *l.* a year, 2311–2325. 2346–2350——Further evidence in favour of exempting from assessment at Dundee many of the poorer occupiers who now pay, the rate being raised instead, on the basis of the income tax, 2325–2350.

Great increase in the number of poor ratepayers at Dundee since the abolition of the system of means and substance, 2325–2327. 2335, 2336——Large numbers relieved from the rate in different years, 2327——Large reduction in the number of male applicants for relief since the operation of the rate-paying clauses of the Reform Act; objection to these clauses, 2328–2332——Further statement as to the increase of applications for relief owing to the increased number of the working classes who pay the rate, 2333, 2334.

Important reduction in the number of poor on the roll in Dundee owing to the operation of the poorhouse test, 2351–2354——Question further considered whether the poor rate as well as the income tax should not be levied on the gross rental without deduction; concurrence in this view save as regards mixed parishes, 2356–2383——Comment upon the practice as to deduction and classification in the case of railways, 2374–2378——Approval of an abolition of all settlements but birth settlement, if the area of chargeability and assessment were extended to the county, 2384–2392.

Very satisfactory and economical working of the lunatic wards attached to the Dundee poorhouse, the treatment of the inmates being fully approved by the Lunacy Board, 2395–2403. 2407——Satisfactory arrangement also as to the care of some imbeciles or fatuous lunatics in private houses, 2404–2406——Separation of the married people in the poorhouse, there being very few instances of married couples in the house, 2411–2413——Excellent care taken of the pauper inmates, 2415–2417——Much better treatment of the lunatics within the last twenty years, 2418, 2419.

Approval of a discretionary power in parochial boards on the subject of relief to the able-bodied, 2420–2428——Average of 5 *l.* 4 *s.* 9 *d.* in 1855–56 and of 6 *l.* 8 *s.* 9 *d.* in 1867–68, as the annual cost per head for out-door relief in Dundee, 2422, 2423——Expediency of a rigorous application of the poorhouse test, an exception being made in the case of aged couples, &c., 2424. 2431, 2432. 2475. 2480——Very satisfactory result of the Irish system of in-door relief further adverted to, 2428–2430. 2433, 2434.

Staff of one inspector and four assistant inspectors in Dundee parish; salaries of these, 2435, 2436——Appointment of inspectors by the local boards, subject to the approval of the central board, whilst dismissal rests entirely with the latter, 2437–2440. 2446–2449——Further statement in favour of the local boards having more control over the inspector, and of their being in more direct and frequent communication with the central board, 2441–2458——Opinion that the parochial board rather than the sheriff should decide all applications for relief, subject to appeal to the Board of Supervision, 2459–2465.

Considerable difficulty experienced under the poor law in respect of putative fathers, and of those who desert their wives and children; doubt as to the amendments feasible, 2466–2474. 2476, 2477——Efficiency of the arrangements for medical attendance and relief in Dundee, 2478, 2479. 2481——Approval of the power of the local boards as to the dismissal of medical officers, 2481–2485——Satisfactory system of medical out-door relief in Dundee, and generally, 2486–2491.

Obstacles to the recovery of contributions from the relations of paupers, 2492–2494——Facilities at Dundee for sending deaf and dumb paupers to institutions, assistance being also sometimes given to poor parents, who are not paupers, to enable them to place their deaf and dumb children at institutions, 2497–2501. 2504, 2505——Discretion of the valuator in each place as to the mode adopted in the rating of mills, 2502, 2503.

Hebrides. Details relative to the amount and cost per head of pauperism in the several islands of the Hebrides, *Ballingal* 6813–6827——Objection generally to the system and amount of out-door allowances in the western islands, *ib.* 6819–6827.

Table showing the population, pauperism, and cost of poor in Scotland, in three Highland counties, and each island in the Hebrides; also the cost per head and proportion of poor to the population, as at May 1868, *App.* 480.

Highland Parishes. Absence formerly of assessments in the Highland districts; extremely bad state of the Highland parishes in consequence, in regard to the support of the poor, *Smythe* 51–54—— Inquiry by witness in 1846 into the state of the Highland parishes, when he found that adequate relief was on the whole provided, *ib.* 87–92——Especial difficulty experienced in the Highlands in inducing the destitute classes to enter the poorhouse, *Sir J. McNeill* 1401–1403——Admission as to hardship sometimes resulting in Highland parishes from the law of settlement, *Fraser* 1188.

Expediency in Highland parishes of more frequently applying the poorhouse test to the mothers of illegimate children, and to applicants generally, *Lees* 3924–3926. 3937–3940 ——Universal dislike in the Highlands to the use of the poorhouse, *Miller* 7344.

Table showing the population, pauperism, and cost of poor in Scotland, in three Highland counties, and each island in the Hebrides; also the cost per head and proportion of poor to the population, as at May 1868, *App.* 480.

See also *Settlements*, 6.

Holland. Reference to a report by witness, in 1853, upon the system of pauper colonies and pauper cultivation in Holland; adverse conclusions arrived at, *Sir J. McNeill* 1624, 1625.

Home, David Milne. Views of Mr. D. M. Home, of Wedderburn, in strong condemnation of the present poor-law system, *Wood* 5052.

House Rent. Beneficial out-door relief frequently given in the shape of house-rent; checks upon abuse of this practice, *Sir J. McNeill* 1555–1557.

Houses of Refuge. Provision in each parish of a house of refuge for sick casual poor, these places being probably much resorted to by vagrants, *Sir J. McNeill* 1717–1721.

I.

Idiotic Paupers. Practice of boarding out many of the idiotic class, as being much less expensive than asylum treatment, *Smythe* 347——Nature of the provision for the separate treatment of children defective in intellect; valuable institution at Larbert for this class, *Sir J. McNeill* 1762–1764.

Illegitimate Children:

1. *Question as to the Effect of the Poor Law upon the Amount of Illegitimacy.*
2. *Larger Amount of Illegitimacy in Scotland than in Ireland.*
3. *Difficulty of Proceedings against the Putative Fathers; Suggestions on the Subject.*
4. *Suggestions relative to the Application of the Poorhouse Test to Mothers with Illegitimate Children.*
5. *Suggested Liability of the Children for their Parents' Support in certain Cases.*
6. *Proposal that no Relief be given to Mothers with Illegitimate Children.*
7. *Great Evil arising from Illegitimate Children in Poorhouses.*

1. *Question as to the Effect of the Poor Law upon the Amount of Illegitimacy:*

Belief that the poor law has had no effect in increasing illegitimacy in Scotland, *Smythe* 115, 116——Belief that bastardy is not encouraged by the facility of poor-law relief in such cases, *Frasers* 1075–1077.

Large amount of pauperism owing to illegitimacy, this evil being enhanced by the operation of the poor law, *Lewis* 4584–4590. 4627——Immense evil in the use of the poorhouse as a foundling hospital, *Wood* 5290. 5293. 5295.

2. *Larger Amount of Illegitimacy in Scotland than in Ireland:*

Much smaller proportion of illegitimacy in Ireland than in Scotland; difficulty as to marriage in Scotland adverted to hereon, it being desirable to afford increased facilities of marriage, *Lewis* 4615–4628.

ILLEGITIMATE CHILDREN—continued.

3. *Difficulty of Proceedings against the Putative Fathers; Suggestions on the Subject:*

Question whether there should not be some severer punishment of the fathers of illegitimate children, *Smythe* 378, 379——Difficulty of any alteration of the law with a view to keeping down the charge in respect of illegitimate children, *Fraser* 1068–1077——Considerable difficulty experienced under the poor law in respect of putative fathers, and of those who desert their wives and children; doubt as to the amendments feasible, *Hay* 2466–2474. 2476, 2477.——Serious defects of the present system of dealing with cases of illegitimacy as regards prosecution of the father, *Lees* 3965–3974. 4159, 4160.

Great difficulty in following up the fathers of illegitimate children, *Lewis* 4588. 4598–4603——Want of a more stringent method of getting at the fathers of illegitimate children, *R. Watson* 5905——Difficulty in the Oban district in the case of mothers with illegitimate children, it being desirable to deal more strictly with the fathers, *Bett* 7003–7006——Facility of procedure suggested with a view to recovery from fathers of illegitimate children, *Miller* 7529–7535——Facilities required as to the discovery of prosecution of fathers of illegitimate children, *J. Muir* 8723–8726.

4. *Suggestions relative to the Application of the Poorhouse Test to Mothers with Illegitimate Children:*

Difficulty in the application of the poor law to women with illegitimate children; advantage in applying the poorhouse test, *Smythe* 112–114——Probable advantage if no relief save in the poorhouse were given to the mothers of illegitimate children, *ib.* 376, 377. 555–557—— Valuable effect of the poorhouse test when applied to mothers of illegitimate children, *ib.* 523–526——Approval of women with illegitimate children being compelled to go into the poorhouse, *Sir J. McNeil* 1564. 1749.

Suggested free use of the poorhouse in the case of mothers of illegitimate children, *Lees* 3920–3926. 4147——Suggestion that illegitimate children be separated from their mothers in the poorhouse, and that the latter be required to remain in the house, and to work for their own and their children's maintenance, *Lewis* 4591–4597. 4604–4608—— Advantage if the poorhouse test were always applied to mothers of illegitimate children, *M'Crindle* 6050–6055——Suggestion that mothers of illegitimate children should obtain no out-door relief, and should be required to work, *Gray* 6535, 6536——Large expense in Dundee parish for out-door relief to women with illegitimate children; suggestion that it be in future compulsory to offer the poorhouse in these cases, *Isdaile* 8540–8552.

5. *Suggested Liability of the Children for their Parents' Support in certain Cases:*

Suggestion that illegitimate children should in certain cases be liable for the support of their parents, *Fraser* 1078–1080.

6. *Proposal that no Relief be given to Mothers with Illegitimate Children:*

Suggestion that no relief, in or out of the poorhouse, be given to women with illegitimate children, *Wood* 5292–5297.

7. *Great Evil arising from Illegitimate Children in Poorhouses:*

Large amount of pauperism and crime attributable to the illegitimate children received in the poorhouses, *Wood* 5290, 5291.

Improvidence. Doubt whether any satisfactory measure could be adopted in order to make the poorer classes more provident, the poorhouse test being the only means of checking improvidence, *Smythe* 366–372——Concurrence in certain views of Sir John McNeill, to the effect that any increase of improvidence since 1845 could not fairly be attributed to the new system, *ib.* 493–496——Effect of every poor law, including the present poor law, in creating improvidence, *Sir J. McNeill* 1379. 1727, 1728——Tendency to the production of large and idle populations in countries where wealth is on the increase, *ib.* 1380.

Tendency of the poor law to cause improvidence, and thus to increase pauperism, *Gray* 6486——Effect of the Act of 1845 in rendering the working classes less provident than they were previously, *Bett* 6878. 6887–6889. *See* also *Assessment.*

See also *Claim to Relief.* *Pauperism.*

Incidence of Poor Rate. Grounds for the conclusion that the poor rate is, save in the case of land, paid entirely by the "consumer" or occupier, *R. Watson* 5878–5884——Dissent from the view that the great mass of the wealthy portion of the community escape from their fair share of the poor rate, *ib.* 5883–5887.——*See* also *Assessment.*

Income (Assessment). See *Assessment*, 5, 6.

Increase of Expenditure. See *Expenditure.*

Increase of Pauperism. See *Pauperism.*

Indoor Relief. See *Poorhouses.*

Report, 1869—*continued.*

Inspection and Inspectors:

1. *Question as to the Efficiency of the Local Inspection before Relief.*
2. *Mode of Appointment and Dismissal of Inspectors; Outline of their Duties.*
3. *Remuneration of Inspectors; Expediency of Superannuation.*

1. *Question as to the Efficiency of the Local Inspection before Relief:*

Conclusion as to the inefficient administration of the law by the inspectors, *Fraser* 884——Insufficiency of the control over the inspectors through the superintendents, *ib.*

Very efficient character of the local inspectors throughout Scotland, *Sir J. McNeill* 1539-1541——Gradual improvement in the class of inspectors in the small rural parishes, *ib.* 1542——Prohibition of the inspector from any pecuniary dealings in respect of the poor, *ib.* 1557—Varying character of the inspectors, though on the whole they are probably as good as should be expected, *W. Watson* 1834.

Entire inadequacy of the present check before relief is granted, *Wood* 5015. 5057-5060——Much greater room for imposition and extravagance under the system of paid inspectors than under the system before 1845. *ib.* 5015——Concurrence in the report of a Royal Commission upon the English law in 1850, as to the abortive character of the checks for preventing improper relief, *ib.* 5085-5087——Statement showing the inefficiency of the present inspection, *ib.* 5110. 5118.

Suggestion for an amended system of inspection if there were county rating, *M'Crindle* 6139, 6140——Inadequacy of efficient inspection without the poorhouse test, *Bett* 6985-6988. 7068-7078——Limited discretion advisable in inspectors, *Mackie* 7871, 7872——Expediency of increased attention being given to the matter of inspection before applications are granted, the inspection frequently being less efficient than it should be, *Isdaile* 8354-8366.

2. *Mode of Appointment and Dismissal of Inspectors; Outline of their Duties:*

Necessary appointment by each local board of an inspector, who is bound to obey the orders of the central board, *Smythe* 32, 33——Distinction between the office of inspector in Scotland and in England; control of the Board of Supervision in the former case, *ib.* 689-692——Instances of inspectors acting for more than one parish, *ib.* 693.

Non-objection to the inspectors acting also as collector, *Sir J. McNeill* 1542——Instances of the union of several parishes under one inspector, the result being satisfactory though somewhat expensive, *ib.* 1544-1546——Objection to the parishes selecting their own inspectors to be paid out of Government funds, *ib.* 1466-1469.

Appointment of inspectors by the local boards, subject to the approval of the central board, whilst dismissal rests entirely with the latter, *Hay* 2437-2440. 2446-2449——Approval of the mode of action of the inspectors, and of their dismissal resting with the Board of Supervision, *McLellan* 3374-3381——Summary of the duties of an inspector, *Beattie* 3415——Obligation upon witness, as inspector in Barony parish, Glasgow, to relieve applicants in twenty-four hours, or to give a line of refusal, *ib.* 3571——Expediency of the inspectors being dismissible by the local boards, *Ballingal* 6834-6836; *Bett* 7206——Objection to the annual election of inspectors, *Mackie* 8205. 8215-8217.

3. *Remuneration of Inspectors; Expediency of Superannuation:*

Great reform if inspectors were properly paid, and were kept solely to the work of their office, *Fraser* 1034——Undue economy at present in the payment of inspectors, *ib.*——Increase of the management charges owing to the improved remuneration of the inspectors, *Sir J. McNeill* 1350——Expediency of power in the parochial boards to grant retiring allowances to inspectors; failure of steps taken by witness for conferring such powers, *ib.* 1683——Improvement if the inspectors had more powers, that is, if a better class of men were appointed, and with higher salaries, *Bett* 7207-7213——Common justice to the inspectors, and advantage to the ratepayers, if the parochial boards had power to superannuate the inspectors, *Miller* 7536-7544.——*See* also *Appeal.*

Inspectors of Nuisances. Non-objection to the inspector of poor acting also as inspector of nuisances, if properly qualified, *Wood* 5234, 5235.

Inverness Lunatic Asylum. Question considered whether there is not some grievance on account of the charge for lunatic poor in the Inverness Asylum, *Sir J. McNeill* 1602-1607——Complaint as to the undue cost, and objectionable treatment of lunatic poor of Kilmallie parish, in the Inverness Asylum, *Miller* 7423 *et seq.*

Inverness-shire. Relative proportion of pauperism, and cost per head in Inverness-shire, and in Scotland generally, *Ballingal* 6812. 6814.

Inverarity (*Forfar*). Objection by the parochial board to extending the area of assessment to counties, *App.* 460, 461.

Report, 1869—*continued.*

Iona. Statement on the subject of the compulsory removal from the Island of Iona of some twenty children boarded out there by Glasgow city parish, such removal having been at the instance of the factor of the Duke of Argyle, *R. S. Muir* 2534–2571.

Ireland. Very low poor rate in Ireland, where the expenditure is almost entirely in in-door relief, *Hay* 2149——Very satisfactory result of the Irish system of in-door relief, *ib.* 2428–2430. 2433, 2434——Relative amount of ignorance and illegitimacy in Ireland and in Scotland considered in connection with the effect produced thereby in each country as regards pauperism, *Begg* 4455–4472——Evidence relative to the much smaller proportion of illegitimacy in Ireland than in Scotland, *Lewis* 4615–4628.

Irish Poor (Scotland). Grievance arising from the frequent return of Irish paupers immediately after removal from Scotland, some remedy being very desirable, *Smythe* 618–622——Hardship upon Dundee in respect of the Irish non-settled poor, *Hay* 2062, 2063——Removal of Irish paupers from Scotland adverted to; improvement if there were a claim upon the parish in Ireland, *Beattie* 3692–3695. 3708–3712. 3745.

Large number of Irish paupers in the Abbey parish, Paisley, these being continually removed to Ireland, and being sometimes sent back by interested parties in Ireland, *Lees* 3900–3913—— Advantage if Ireland were liable for the cost of removal from Scotland, or for maintenance in Scotland *ib.* 3909——Prejudicial effect as regards the influx of Irish paupers if there were no law of settlement, *ib.* 4021. 4024–4028——Large proportion of Irish paupers further adverted to; doubt as to the poorhouse being always applied to those who return after removal to Ireland, *ib.* 4242–4248.

Undue burden in respect of Irish poor in Scotland under the present law of settlement; importance of birth settlement on this score, *Begg* 4387–4391. 4433–4444——Anomaly in Scotchmen not being able to obtain a settlement in Ireland, whilst Irishmen so largely obtain a settlement in Scotland; conclusion as to the expediency of birth settlement, *Lewis* 5008——Undue burden in Paisley, &c., in respect of Irish poor; suggestion hereon that the period of residence for a settlement be extended to seven years, *Brown* 5686–5698. 5710–5722.

Large increase of Irish pauperism in Renfrewshire since 1863, whilst there has been a large decrease of Scotch pauperism, *R. Watson* 5816. 5817——Suggestion that in the removal of Irish poor the Scotch papers be freed from the obligation of sending the paupers from the port in Ireland to the place of their destination, *ib.* 5818. 5906——Limited abuse experienced in Paisley parish from the return of Irish poor after removal, *ib.* 5819–5823——Want of a speedy amendment of the practice of removal to Ireland, it being now attended with great expense, *ib.* 5906.

Want of a more equitable mode of dealing with Irish poor in Scotland, *M'Crindle* 6056–6058. 6163–6165——Illustration of the hardship upon witness's parish in respect of the removal of Irish poor, *Mackie* 8069——Large proportion of Irish pauperism in Dundee, an assimilation of the law in Ireland to that in Scotland being desirable, *Isdaile* 8400–8403. 8408–8411——Suggestions for an amendment of the law of removal with reference to Irish poor, if settlement were abolished, *J. Muir* 8800–8808.

See also *Removal of Poor.* *Settlement.*

Isdaile, Robert Hawker. (Analysis of his Evidence.)—Is member of the parochial boards in the parishes of Dundee, Liff and Benvie, and Leuchars, and has had considerable experience of the working of the poor law, 8252–8257——Views of the Dundee board as to the very useful working of the Act of 1845, certain alterations being however required, 8258–8261——Important increase in the number and cost of the poor in Dundee parish in the last ten years, owing very much to the increased price of provisions and the better allowances in recent years, 8259. 8262–8267.

Statement of the gross rental and net annual value in Dundee, and of the amount of the rate; annual increase in the valuation, 8267–8271. 8303——Great trouble and expense in the collection of the assessment on houses of 5*l.* and under, large numbers of the smaller occupiers being excused payment on the ground of poverty, 8272–8275. 8291–8296——Recommendation that the occupiers of all houses under 4*l.* be exempted, but that the owners be charged their own moiety of the rate, 8275–8297.

Fewer applications for relief if the smaller ratepayers did not consider they had a vested right to share in the rates, 8285, 8286. 8304, 8305——Effect of the ratepaying clauses of the late Reform Act in greatly reducing the proportion of male applications for excusal of payment, 8298–8303——Conclusions favourable to a very stringent and almost universal application of the poorhouse test, 8309–8312——Small number of poor to whom out-door relief should still be given, 8308, 8309.

Suggestion for a progressive increase of the notice to be given before any inmate can leave the poorhouse, 8313–8315——Expediency of proper classification in connection with an extended poorhouse system, 8316–8319——Average of about 440 inmates in Dundee poorhouse, including lunatics; extension being carried out, 8320——Benefit experienced from boarding out and educating the children in the country; particulars hereon, 8320. 8329–8339.

Report, 1869—*continued.*

Isdaile, Robert Hawker. (Analysis of his Evidence)—*continued.*

Economical management of the poor-house as regards cooking, washing, &c., 8321–8326——Practice of keeping a creed register, due religious facilities being given to Roman Catholics, 8326–8329——Advantage if parochial boards had legal power to board out all pauper children, 8332–8335——Importance of a compulsory system of education for the lower classes as a means of preventing pauperism; strong feeling among the people in favour of such system, 8335. 8340–8354.

Expediency of increased attention being given to the matter of inspection before applications are granted, the inspection being frequently less efficient than it should be, 8354–8366——Very unwieldy character of the Dundee board, there being about 1600 members; a small number of elected members would be far preferable, 8367–8370——Value of an increased poor-house test as a check upon the growing expenditure, 8371.

Large and increasing expense of lunatics in Dundee parish; undue cost of those placed in asylums as compared with the cost in the poor-house, or in private families, 8371–8392——Immense increase in the number and cost of lunatics chargeable to the parish since 1859; 8376——Probable causes of the increasing number of lunatics, intemperance being a main cause, 8377. 8383–8386——Opinion that lunatic patients are more comfortable in the poor-house wards than in the Dundee Asylum, 8378. 8380–8382——Inference as to the want of economy in the asylums, 8387–8392——Conclusion that all lunatic poor in asylums should be charged upon the Consolidated Fund, 8393–8397.

Doubt as to the expediency of any alteration of the law of settlement, 8398. 8407——Great hardship involved in a system of birth settlement exclusively, 8398, 8399——Decided approval of an extension of the area of chargeability and management to the county, 8398. 8404–8407——Large proportion of Irish pauperism in Dundee, an assimilation of the law in Ireland to that in Scotland being desirable, 8400–8403. 8408–8411.

Evidence in favour of the poor-rate being assessed upon income instead of upon rent, and being collected by the same machinery and on the same principle as the income-tax, incomes under 100*l.* a year being exempt, 8412 *et seq.*——Expediency of assessing feu duties and ground annuals, 8451–8456——Approval also of the rate being levied from persons lending money on mortgage bonds, 8457–8460——Objection to a removal of the exemption in the case of hospitals, schools, &c., 8463–8473.

Particulars relative to the medical staff in Dundee parish and the mode of action of the medical officers; suggestion hereon for the appointment of one responsible medical head, 8473–8484——Approval of the dismissal of medical officers resting with the parochial boards, 8476–8478——Supply of medicines in Dundee through certain druggists, 8486——Annual re-election of the medical officers, without any difficulty being experienced, 8487–8492.

Satisfactory relations between the Dundee board and the Board of Supervision, 8493. 8499. 8504–8508——Improvement if one or two paid members were added to the Board of Supervision, who should attend regularly, 8493–8504——Contemplated action of the board as a court of final appeal in cases of disputed settlement, and in disputes generally, 8494.

Objectionable operation of the system of appeal to the sheriff when applicants are refused relief, 8509, 8510——Improvement if the appeal were to the Board of Supervision, 8510–8514——Mode of proceeding and inspection adopted by Mr. Peterkin, as visiting inspector, when at Dundee; advantage if he were to consult with the parochial board, 8515–8523——Satisfactory visitation of the poor-house by two visitors appointed by the acting committee of the board, 8523, 8524.

Strong objection of the Dundee board to any power in the able-bodied to demand relief, 8525——Views of the board in favour of their having a discretionary power to relieve the able-bodied; belief that much benefit would arise, without risk of the power being abused, 8525–8537——Suggestion that in-door relief only be given to tramps and vagrants, 8537——Facilities proposed for following up and punishing men who desert their wives and families and leave them chargeable, 8537–8540.

Large expense in Dundee parish for out-door relief to women with illegitimate children; suggestion that it be in future compulsory to offer the poor-house in these cases, 8540–8552——Advantage if a workhouse test were added to the poor-house test in Dundee, 8544, 8545——Recommendation that mandates should specify the object for which granted, and that their duration be limited to six or nine months, 8552.

Satisfactory working of the system of classification and deduction adopted in Dundee parish, 8553–8558. 8591——Hardship in some parishes by reason of the large deductions claimed by railways, a uniform deduction being very desirable, 8559–8563.

Islay. Combination for a time of the three parishes of the island of Islay, the union having been dissolved a few years since, *Smythe* 528.

Very objectionable constitution of the local board in Islay during the combination of the three parishes: undue proportion of the benevolent element, *Ballingal* 6781. 6784——

Report, 1869—*continued.*

Islay—continued.

No owners were members unless they were elected, *Ballingal* 6781. 6785——Particulars relative to the pauperism and the expenditure in Islay during the combination, and since its dissolution: important economy under the separate system, owing to the increased scrutiny, *ib.* 6784–6811——The combination existed from 1844 till 1867, *ib.* 6784.

Table, submitted by Mr. Ballingal, showing the amount of pauperism, the total cost, and the cost per head, *App.* 480——Amount of the population in 1861, and proportion of poor to population, as at May 1868, *ib.*

K

Kilbrandon and Kilchattan (*Lorn Combination*). Large reduction of pauperism in the parish of Kilbrandon and Kilchattan, through the operation of the Oban poorhouse; injurious effect of a temporary relaxation of the test, *Bett* 6913–6926. 7016, 7017.

Kilmallie. Special circumstances under which a combination poorhouse was not required for the parish of Kilmallie and three other parishes, *Bett* 7059–7083——Right of the parish to send paupers to the Lorn combination poorhouse, *ib.* 7079–7083.

Decided improvement in the condition of the impotent poor of Kilmallie under the present law; wretchedness of their lot when dependent on the church-door collections and private charity, *Miller* 7247–7255——Very small expenditure upon the poor in Kilmallie in 1845, as compared with the present time, *ib.* 7250, 7251——Apparent total of 177 paupers in the parish in 1845: examination hereon as to the pauperism having since increased in proportion to the population, *ib.* 7256, 7257. 7305-7312.

Circumstance of no in-door relief being now given in the parish, *Miller* 7259–7261——Explanation relative to the expenditure on the poor, the cost per head per annum being 5 *l.* 17 *s.* 1 *d.*, *ib.* 7262–7283——Large decrease of pauperism in the parish since 1858, owing to the judicious application of the poorhouse test; belief that there is no room for further reduction by a stricter application of the test, *ib.* 7284 *et seq.*——Low rate of assessment in the parish, *ib.* 7328. 7329——Very efficient chairman and medical officer, *ib.* 7333. 7513, 7514.

Small fluctuation in the expenditure of the parish in the last few years, *Miller* 7334——Considerable increase in the allowances since 1858, and since 1845, *ib.* 7345–7347——Several instances of great hardship to Kilmallie parish under the present law of settlement, and the operation of birth settlement, *ib.* 7392–7401——Great inequality as regards Kilmallie if the only settlement were by birth, *ib.* 7407–7422——Explanation and approval generally of the constitution of the local board, *ib.* 7509–7518.

Roll of paupers in Kilmallie parish, together with their allowances, for the year ended 14th May 1868, *App.* 481–483——Accounts of the collector and inspector for the parish, for the year ending 14th May 1868, *ib.* 484.

See also *Lunatics*, II. 5.

Kilmonivaigh. Very good management of Kilmonivaigh parish, as well as of witness's parish, *Miller* 7330–7332.

Kilmore and Kilbride. Beneficial reduction of pauperism in the parish of Kilmore and Kilbride through the application of the poorhouse test at Oban, *Bett* 6895-6912. 7035–7042. 7084, 7085——Information relative to the decreased cost of the poor in the parish of Kilmore and Kilbride in 1868, as compared with 1859, owing to the efficiency of the management in the strict use of the poorhouse at Oban, *ib.* 6981. 7035–7042. 7217–7241——Efficiency of the inspector for the parish, *ib.* 6987–6989——Belief that in Kilmore parish all really deserving cases are relieved, *ib.* 7084, 7085.

Kirk Session. See *Parochial Boards*, 3.

Kirkcaldy. Important increase in the number of paupers in Kirkcaldy parish in 1868, owing to several causes, *J. Muir* 8573–8589——Practice in the parish as to the use of the poorhouse; improvement if it were offered more frequently, *ib.* 8625–8642——Maintenance and education of the pauper children of the parish in the poorhouse; the result being generally satisfactory, *ib.* 8644–8650.

Statement of the annual expenditure of Kirkcaldy parish, and of the average weekly cost of in-door and out-door relief respectively, *J. Muir* 8651–8656——Terms of appointment of the medical officer; he does not provide medicines, *ib.* 8668–8674——Very faulty constitution of the Kirkcaldy Board, the parish being partly rural and partly burghal; particulars hereon, *ib.* 8684–8695——Practical administration of the parish by a committee of the board, *ib.* 8708–8715.

Application generally of the poorhouse test in Kirkcaldy to mothers of illegitimate children, *J. Muir* 8727–8730——Varying rates upon the different class of occupants, *ib.* 8758, 8759—— Great difficulty of recovery from small occupiers; numerous excusals necessary, *ib.* 8870–8873——Statement of the practice of the inspector of the Board of Supervision when visiting Kirkcaldy; suggestions made by him, *ib.* 8874–8882.

See also *Lunatics*, II. 6.

Report, 1869—*continued.*

Kyle Union. Details in connection with the Kyle Union poorhouse for Ayr and other parishes, its costly character, undue expense of maintenance, want of classification, &c., *Gray* 6642–6681. 6689–6700——Blame attaching to the parishes rather than to the Board of Supervision for the undue expense of the building, *ib.* 6642–6648——Comment upon the allowance of tobacco to the inmates; this should be prohibited by law, *ib.* 6661–6663. 6693–6700.

L.

Lanarkshire. Comparative statement between city and urban and rural parishes in the county of Lanark, showing the combined population of each separately, the number of registered poor relieved during the year, and the relative expenditure, *App.* 475.

Latheron (*Caithness*). Unfavourable results of the present poor law system in Latheron parish, *Mackie* 7746–7757——Circumstance of a decrease of pauperism in Latheron parish in some years since 1862, having been accompanied with an increase of cost, whilst a decrease in other years has been attended with an increased cost, *ib.* 7813–7818.

Law Expenses. See *Litigation. Settlement,* 4. 9.

Lees, The Rev. James Cameron. (Analysis of his Evidence.)—Is chairman of the parochial board of the Abbey parish at Paisley; was for three years chairman of the relief committee of the board, 3821–3826——The parish is partly landward and partly burghal, the population being about 30,000; 3827–3829——The valuation, after deductions, is 85,541 *l.*, and the amount allocated for assessment 6,800 *l.*, 3830, 3831——The rate is 11 *d.* upon the landlord, and 1 *s.* 2½ *d.* upon the tenant, 3833——The expense of management is over 1,000 *l.*, or about one-sixth of the assessment, 3833.

Statement of the number of out-door and in-door poor, the number of casuals, and the expense of each class, 3834–3845——Large increase in the cost of management whilst the amount of pauperism has continued nearly stationary, such increase being owing to the increased salaries now required to be given to officials, 3846–3860. 3867–3871——Increase of charge in respect of the lunatic department of the poorhouse, 3852, 3853.

Total of about 400 heritors, who are members of the parochial board, whilst there are only twenty elected members, the result being that the board is unworkable, 3861–3866. 3872, 3873——Necessity of an amendment of the mandate system, the management being practically in the hands of four persons who hold a great number of proxies, 3874–3878. 3888. 3892–3899. 4161. 4165–4167——System of committees by which the business of the board is conducted; evil of the independent action of the committees, irrespectively of control by the general board, 3879–3994.

Large number of Irish paupers in the Abbey parish, these being continually removed to Ireland, and being sometimes sent back by interested parties in Ireland, 3900–3913——Advantage if Ireland were liable for the cost of removal from Scotland or for maintenance in Scotland, 3909——Nuisance arising in the Abbey parish from tramps who are frequently relieved in several parishes on the same day, and who deserve some punishment, 3910. 3914, 3915.

Frequent instances of husbands deserting their wives; serious expense to the parish in prosecuting them, 3916–3919——Serious expense in respect of illegitimate children, the poorhouse being, as a rule, offered to the mothers, 3920–3923——Expediency in Highland parishes of more frequently applying the poorhouse test to the mothers of illegitimate children and to applicants generally, 3924–3926. 3937–3940——Very beneficial effect of the poorhouse test upon the rates in the Abbey parish, 3927–3931——Acceptance of the poorhouse by one-third of those to whom it is offered, 3930. 4268——Increase of vagrancy in country districts adverted to as partly owing to the operation of the poorhouses, 3931–3936——Absolute necessity of the poorhouse test, it being very desirable that each parish should, if possible, have a poorhouse, 3937–3948.

Strong objection to a right of relief in the able-bodied, 3949. 4103. 4105——Decided feeling at the board of the Abbey parish that they should have a discretionary power to relieve the able-bodied; concurrence in this view with reference especially to times of distress, 3950–3961. 4103–4113. 4147——Facilities required for compelling men to support their parents; such support should be made a common debt, 3962–3964. 4147——Serious defects of the present system of dealing with cases of illegitimacy as regards prosecution of the father, 3965–3974. 4159, 4160——Improvement if the roll of paupers in the Abbey parish were regularly printed and were supplied to each member of the board, 3975–3981.

Expediency of longer notice before paupers can leave the poorhouse, 3982, 3983. 4147. 4249–4251——Feeling at witness's board adverse to an enlargement of the area of assessment, 3984, 3985——Opinion that in Paisley and other places much economy would result from a combination of parishes for assessment and management, 3985–3990. 4140–4145. 4309–4315——Tendency to extravagance by any large extension of the area of assessment generally, 3991–3993.

Report, 1869—*continued.*

Lees, The Rev. James Cameron. (Analysis of his Evidence)—*continued.*

Information relative to the accommodation provided for lunatic paupers by witness's parish, paupers of other parishes being also received at a charge of 11 *s.* a week; satisfactory character of the arrangement, 3994-4013.

Objections to an abolition of the law of settlement as tending to the accumulation of paupers in the towns and in those parishes where they are best treated, 4014-4026. 4316-4320——Prejudicial effect as regards the influx of Irish paupers if there were no law of settlement, 4021. 4024-4028——Arrangement of settlement cases in the Abbey parish without any expensive litigation, 4029-4031. 4263——Expediency of all questions of settlement being decided by some special judicial officer, or by the Board of Supervision, 4032-4041. 4148. 4256. 4261, 4262.

Feeling at witness's board in favour of a power of arrestment of wages, owing to the difficulty in collecting the rates from the smaller occupiers, 4042-4045——Particulars relative to the boarding out of children by the parish, the arrangements for their education, and the exceedingly satisfactory operation of the system, 4046-4074. 4081-4097. 4334-4446——Abandonment of the system of education in the poorhouse, on account of its prejudicial effect, 4047. 4075——Few married couples in the poorhouse; necessity of these being separated, 4076-4080.

Tendency to pauperism through those who pay rates considering they have a claim to relief, 4098-4102——Immense amount of pauperism traceable to the drinking habits of the people, 4099. 4295-4306—— Effect of better education and increased moral influences in checking pauperism, 4114. 4307—— Belief that the only effectual remedy for the prevalence of pauperism would be to confine relief to the poorhouse; much hardship would, however, be caused, and witness hesitates to recommend the adoption of this system, 4115-4127——Expediency in any case of a more stringent application of the poorhouse test, 4128, 4129. 4147. 4153-4158.

Little, if any, room for economy as regards officials' salaries in the Abbey parish, 4130-4132——Doubt whether the law of removal should be abolished, though it doubtless causes frequent hardship, 4133-4139——Summary of the amendments proposed by witness in the present system of the poor law, 4146-4149. 4159-4161.

Feeling at the Abbey parochial board adverse to a system of superannuation of officials, 4150-4152——Belief as to the slight effect of the poorhouse test in increasing vagrancy, 4156-4158——Practice in the Abbey parish not to offer the poorhouse to blind paupers who are adults, 4162-4164——Circumstance of witness being the only minister on the Abbey parochial board, 4168-4170——Right of witness, as minister of the parish, to sit at the parochial board; he has no objection to pay rates as a condition of his membership, 4171-4180.

Further particulars relative to the number of in-door and out-door poor of the Abbey parish, and the cost in different years, 4184-4203——Considerable amount of voluntary charity in aid of out-door relief, 4206-4208——Increase of pauperism in the Abbey parish since 1845, though there has been no material increase in recent years, 4209-4214——Views of the law and finance committees of the Abbey Board adverse to a system of assessment of means and substance, 4215-4217. 4220. 4293, 4294——Approval of the poor rate being collected by the Government officers, if expense can be saved, 4218-4223——Doubt as to the economy of supporting the poor partly by contribution from the Consolidated Fund, 4224-4228.

Terms of appointment of medical officers in the Abbey parish: supply of medicines by the parish, 4229-4238——Liberal provision of medical aid for the poor, 4239-4241 —— Large proportion of Irish paupers further adverted to: doubt as to the poorhouse being always applied to those who return after removal to Ireland, 4242-4548——Probable advantage if there were some medical men on the Board of Supervision, 4252, 4253 —— Opinion at witness's board as to the satisfactory working, generally, of the central board, 4254-4260.

Advantage as regards the jurisdiction of the sheriff if the inspector's certificate of refusal of relief were necessarily produced in each case, 4264-4267——Rare instances of witness's board disputing cases before the sheriff, on account of the expense, 4269, 4270. ——Account taken of other sources of income when out-door allowances are given, 4271 ——Very small relief of poor persons, by means of mortifications, in the parish, 4272-4277 Relief given by the kirk session to poor people out of the church door collections, a return of the amount being rendered to the Board of Supervision, 4278-4280. 4334.

Feeling of discontent among the pauper class as to the allowances received: opinion that there is no good ground for complaint, 4281-4289——Disapproval of the exemption of the smaller occupiers, though every allowance should be made in the case of those struggling to maintain their relatives, 4290-4292——Statement of the amount of rates excused in the Abbey parish in 1868: the late Reform Act has made no difference in this respect, 4323-4333.

Legal Assessment. See *Assessment.*

Report, 1869—*continued.*

Legal Claim to Relief. See *Claim to Relief.*

Legal Questions (Board of Supervision). Way in which legal questions are dealt with by the legal members, the Solicitor General being sometimes referred to, and the opinion of counsel being taken in important cases when the board is not unanimous, *Fraser* 858-876. ——*See* also *Settlement*, 9.

Lennox, William. (Analysis of his Evidence.)—Is a native of Ayrshire, and has had experience in the management of the poor in Ayr since the year 1840; 6214–6221 —— Management of the poorhouse by witness previously to the Act of 1845, whilst he was also superintendent of out-door poor, 6221——Very long period for which there has been a poorhouse in Ayr, 6222–6233——Various bodies whence the managers or directors of the poorhouse were formerly selected, 6223.

Particulars relative to the accommodation in the poorhouse, the number of inmates and the cost, previously to 1845: total cost of 3 *s.* 3 *d.* per head per week, including all expenses, 6224–6235——Smaller allowances to the out-door poor previously to 1845 than in recent years, 6236——Statement of the total expenditure in 1845 and previous years: receipt in 1845 of 1,085 *l.* from assessment and from mortifications, 6237–6246—— Small mortification now left, the rest being dealt with by the kirk session, 6246–6288.

More contented state of both out-door and in-door poor in Ayr and Ayrshire previously to than since the Act of 1845: more comfortable condition, also, of the pauper class in former years, 6247, 6248. 6258–6271——Simple and inexpensive fare provided in Ayr poorhouse in former years, 6248–6251——Much lower wages in 1840 than at the present time, 6252–6257——Facilities of employment in Ayrshire in former years, more especially for females; great change in recent years, and great increase of female paupers, 6271-6277. 6313–6319.

Injurious effect of the facilities for relief under the Act of 1845, as tending to prevent providence in the poorer classes, 6278, 6279——Twofold cause of the great increase of pauperism in Ayr since 1845, that is, in the facilities given through application to the sheriff, and in the want of employment of women, 6278-6304. 6311–6319——Considerable addition made in 1864 to the amount of the out-door allowances, 6282–6284 ——Total expenditure of about 3,500 *l.* in 1868, the pauperism having increased nearly 100 per cent. since 1845, without much increase of population, 6286–6301.

Great increase in the number and cost of pauper lunatics in Ayr since 1845; 6305–6310——Amount of the increase of cost under various heads since 1845; 6320—— Frequent instances of persons having been unnecessarily placed in lunatic asylums when the Lunacy Act came into operation, 6321–6337——Much more comfortable condition, and much less cost, of lunatic poor when formerly placed in private families than when removed into asylums, 6329–6331.

[Second Examination.]—Necessity of a legal provision for the relief of the poor in Scotland, 6338——Undue power of the pauper over the ratepayer, by reason of the right of appeal to the sheriff, 6338. 6368. 6369. 6379——Numerous amendments suggested in the system of assesssments, the present practice being very unsatisfactory, 6338–6367 ——Proposed assessment of every sort of income, as well as of land and houses, 6338 ——Disapproval of any deductions, save a deduction of 10 per cent. on houses, 6338. 6343–6364.

Advantage of enlarging the area of chargeability in rural districts; check thereby to the tendency to force or induce poor people to remove into the towns, 6368. 6372–6376 ——Suggested division of Ayrshire into three areas of chargeability, 6369, 6370—— Proposed discretion in the Board of Supervision as to the extension of the area, 6371 ——Very little abuse in the expenditure of the allowances in Ayr parish; due restriction upon the amounts given, 6377-6379.

Improvement if the appeal to the sheriff were abandoned in favour of appeal to the Board of Supervision, 6379–6381——Practice of offering the poorhouse in cases of appeal to the sheriff, it not being often occupied, 6380. 6405, 6406——Suggestion that all questions of settlement be decided by the Board of Supervision, 6381, 6382—— Proposal that paupers be bound to repay the cost of their aliment, if ever in a position to do so, 6382——Also that paupers' effects at their death should go to recoup the parochial board, 6382–6385.

Recommendation that when a parish has given relief to a pauper for six months, it should be bound to retain the case without proceeding against another parish, 6385–6390——Suggested establishment of a reciprocity principle between the unions of England and Ireland and the parishes of Scotland, 6390, 6391——Statement in support of the view that it is very undesirable to give power to parochial boards to relieve the able-bodied, 6391–6393.

Importance of greatly reducing the cost of poorhouse buildings, 6393——Necessity of

Report, 1869—*continued.*

Lennox, William. (Analysis of his Evidence)—*continued.*

reduction also in the expenditure on food, bedding, &c., which should be of the plainest kind, 6393——Expediency of diminishing the outlay for whisky, tobacco, and other luxuries, 6393. 6397, 6398——Advantage if the governor were to act as chaplain, 6393. 6399-6404——Excess of the general cost of in-door relief when compared with the expenditure of the working classes, 6393-6396——Instances of improper use of the poorhouse, some further check being required, 6405-6409.

Twofold cost of lunatics in Scotland since 1858; 6409——Further statement that there are large numbers in lunatic asylums who would be better cared for, and at much less expense, in the wards of poorhouses, and in private houses; suggestions on this subject, 6410-6425——Difficulty in witness's district as to asylum accommodation pending the erection of the Ayrshire Asylum, 6426——Average of from 9*s.* to 10*s.* a week as the cost af pauper lunatics in asylums, 6427.

Lethnot (*Forfar*). Opinion of the parochial board in favour of an extension of the area of assessment to the county, *App.* 460, 461.

Lewis, David. (Analysis of his Evidence.)—Is a member of the town council of Edinburgh, and one of the representatives of the council at the board of the City parish; has paid considerable attention to the operation of the poor law, 4573-4577——Movement set on foot by witness in 1868, for an inquiry by Parliament into the causes of the increase of pauperism in Scotland, and of the consequent expenditure, 4578, 4579——Conclusion, from a comparison of the returns of the Board of Supervision for 1845 and for 1868, that there is a marked increase in the various departments of pauperism, 4580-4582——Details in support of the calculation that since 1845 the increase of registered paupers has been 27 per cent., and of population only 17 per cent., 4580. 4661-4670.

Considerable amount of pauperism subsequently to 1845, owing to the influx of Irish and English labourers on railway works, and to their non-employment in large numbers when the railways were completed, 4583, 4584——Large amount of pauperism owing to illegitimacy, this evil being enhanced by the operation of the poor law, 4584-4590. 4627——Great difficulty in following up the fathers of illegitimate children, 4588. 4598-4603——Suggestion that illegitimate children be separated from their mothers in the poorhouse, and that the latter be required to remain in the house, and to work for their own and their children's maintenance, 4591-4597. 4604-4608. 4611-4614.

Great benefit of boarding out children from the poorhouses, so that the system should be made compulsory where it is possible, 4608——Instance in the case of the City parish, Edinburgh, of the beneficial operation of the boarding-out system, 4608-4610——Advantage in erecting poorhouses where the inmates may be employed in cultivation of the land, 4611, 4612——Much lower proportion of illegitimacy in Ireland than in Scotland; difficulty as to marriage in Scotland adverted to hereon, 4615-4628——Improvement if the proclamation of banns were abolished in Scotland; less illegitimacy and less desertion in such case, 4620-4624.

Large and increasing number of desertions of wives and children in the City parish, there being the greatest difficulty in following up the men and punishing them, 4628-4643—— Grounds for the conclusion that by far the most prolific cause of pauperism is to be found in the drinking habits of the people; illustrations on this subject, 4643-4658——Total of about 840 public-houses in Edinburgh, there being an unduly large proportion in the poorer neighbourhoods, and the licensing system urgently requiring correction, 4643-4653.

Statistics showing that the expenditure on the poor in Scotland, for every 10,000 of the population, increased from 1,656 *l.* in 1847 to 2,597 *l.* in 1868, being an increase of 56 per cent., 4658-4662——Conclusion as to the Act of 1845 having largely and prejudicially operated within that year in removing the self-reliance of the people, and in inducing them to come upon the rates, 4665-4671——Large number of persons on the roll in Scotland who are perfectly able to work, and who are admitted to relief through the jurisdiction exercised by the sheriff, 4671, 4672.

[Second Examination.]—Reference to the returns of the Board of Supervision as not being an accurate representation of the number of paupers, save as regards the number on the 14th May in each year, 4673-4676——Further statistics elicited from the returns of 1845 and 1868, as presenting reliable data relative to the state of pauperism previously to, and under the system now in operation, and as showing the impetus given to pauperism by the Act of 1845; 4676-4683.

Facility of the legal claim to relief under the Act of 1845, as compared with the claim previously, 4681——Little, if any, diminution caused by the Act in the amount of support given to the poorer classes from voluntary or charitable sources, 4685-4692——Less support of poor people by their friends and relatives than under the former system, 4693, 4694——

Report, 1869—*continued.*

Lewis, David. (Analysis of his Evidence)—*continued.*

4694——Statement in illustration of the effect of the law in breaking down the spirit of self-reliance and independence of the people, 4694-4700. 4703-4710.

Exceedingly pernicious effect of the wholesale system of out-door relief; illustrations of this at Edinburgh, 4700 *et seq.*——Inadequacy of the medical certificate as a check upon the relief of those able to work, 4701, 4702——Numerous applications in the City parish for exemption from poor-rates, as well as municipal rates, 4703-4710——Careful investigation before exemption is allowed, there being many widows and others who are excused payment, 4711-4715.

Statement of the number of each class of paupers relieved in the City parish in the year ending 14th May 1868; deceptive character of the numerical returns adverted to hereon, 4716-4721——Circumstances of the poorhouse of the parish being almost always full, this leading to a large increase of out-door applicants, 4723-4751——Salutary effect anticipated from the increased poorhouse accommodation now being provided by the parish, 4724, 4725.

Expenditure in drink of a large portion of the out-door allowances in the City parish, 4726, 4727. 4747-4750——Statement as to its being the constant practice of paupers to sell clothing received from the parish, and as to the entire inadequacy of the measures available for the punishment of this practice, 4728-4746——Suggestion that paupers disposing of their clothing be at once punished as thieves, even though the sale of the clothes cannot be directly proved, 4736.

Broad distinction desirable to be drawn between the honest poor and the dissolute paupers, it being expedient to apply the poorhouse test much more extensively, and to reduce out-door relief to a minimum, 4752——Expenditure of 7,000 *l.* in management in Edinburgh in 1868, out of a total expenditure of 54,000 *l.*; 4753——Total of 1,636 *l.* spent on medical relief in 1868, including salaries, 4754-4756——Comment upon the large quantity of wine and whiskey ordered for paupers by the medical men, 4757-4762.

Result of an inquiry in the City parish in 1864, that two-thirds of the inmates of the poorhouse had been reduced to poverty through drink, 4763——Further evidence strongly in favour of a complete revision of the whole licensing system of Scotland, 4764 *et seq.*——Advantage if the people in any district had power to decide whether houses should be licensed, 4766-4768. 4828, 4829——Expediency of restricting the accommodation as well as the number of licensed houses, 4768-4779.

Limited effect of the Forbes Mackenzie Act upon drunkenness in Edinburgh, whilst it has led to a large increase of shebeens and night houses; immense evil of these places, 4780 *et seq.*——Argument that if the number of licensed houses were reduced, there would be a reduction also in the shebeens, 4784-4789. 4794-4802. 4830-4836——Witness would like to see the sale of drink prohibited altogether, 4788. 4806——Suggestions for the effectual prevention of shebeens, concurrently with an amended licensing system, 4803-4805. 4814-4828——Large number of licensed grocers in Edinburgh, the facilities thus offered for procuring drink being exceedingly pernicious, 4807-4813.

Statement showing that whilst there has been a great increase of expenditure, generally, since 1845, by far the largest per-centage of increase has been in respect of management, 4837-4849——Expenditure of about 90,000 *l.* on two poorhouses for the City parish, Edinburgh, and St. Cuthbert's parish; complaint by the ratepayers as to the unnecessary outlay on architectural ornament, which outlay the Board of Supervision might have prevented, 4850-4871. 4882-4886. 4894, 4895——Expediency of much greater economy in the erection of poorhouses generally; question hereon as to the respective responsibility of the local boards and of the central board for the excess of expenditure, 4853-4871.

Very unsatisfactory character of the present mode of election of managers for the parochial board of the City parish; great improvement if the system of election were assimilated to that for the Town Council, 4872-4881. 4887-4893——Advantage if there had been but one poorhouse for the City parish and St. Cuthbert's parish; approval of such arrangement by the Board of Supervision, 4882-4886——Evil of the mandate system at meetings and elections in St. Cuthbert's parish; advantage if the board of the parish were elected as though the parish were urban, 4895-4901——Reprehensible expense in the issue of mandates, 4897. 4903, 4904——Suggestion that all mandates be used only for the occasions on which they are given, 4902. 4905, 4906.

Importance of an extended system of compulsory education, on an improved principle, as a preventive against pauperism, 4907-4909. 4940-4945——Suggestions for the teaching of temperance and sobriety to boys, and for the instruction of girls in domestic economy, 4908. 4940-4945——Particulars of the course pursued by the City parish in the boarding out and education of the children, the results of the system being beneficial in the extreme, 4910-4939.

Report, 1869—*continued.*

Lewis, David. (Analysis of his Evidence)—*continued.*

Vast improvement if the area of chargeability were extended in all large towns and cities, 4946–4948——Objection to an extension of the area of chargeability in country places, as tending to carelessness and extravagance, 4947——Irregularity and injustice in Edinburgh through the great variation of the rate in different parishes, whereas, through the opposition of St. Cuthbert's parish, it has been found impossible to effect a combination, 4948–4956.

Great irregularity involved in the system of assessment upon rental, 4957, 4958. 4977. 4989, 4990——Evidence in favour of assessing upon income instead of upon rent; suggestions for meeting certain difficulties in the collection and allocation of the rate if levied on this principle, 4957–4985——Avoidance of much difficulty if the poor were supported partly by rate on lands and heritages and partly out of the Consolidated Fund, 4986–4988. Important improvement if holders of feu duties and of bonds were liable to assessment, 4989–4996.

Prevention of a great amount of litigation and difficulty if a birth settlement were adopted, 4997–5001——Proposed option of the pauper, if long resident in any parish, whether he should remain in such parish or be removed to the place of birth, 4999——Advantage of the poor not being removable after twelve months' residence, though they should be chargeable to their proper parishes, 5000——Doubt as to any undue burden upon rural parishes if birth settlement were adopted, 5002–5007——Anomaly in Scotchmen not being able to obtain a settlement in Ireland, whilst Irishmen so largely obtain a settlement in Scotland; expediency of birth settlement on this score, 5008.

Liberton. Inquiry made by witness several years ago into the system of assessment, and the expenditure in Liberton parish in former years, the first assessment having been made in 1795, *Begg* 4352——Gradual diminution being made in the assessment of Liberton under the former system, the Act of 1845 having checked such diminution, *ib.* 4353——Great amount of pauperism formerly caused in the parish by drunkenness, *ib.* 4449——Salutary diminution of public-houses in the parish, owing to facts published by witness some years ago, *ib.* 4489–4494.

Licensed Beggars. Information relative to the system of licensed begging previously to 1845; large number of these beggars included in the statistics of registered poor when the Act came into operation, *Smythe* 146–150.

Licensed Grocers. Large number of licensed grocers in Edinburgh, the facilities thus offered for procuring drink being exceedingly pernicious, *Lewis* 4807–4813——Great advantage if the grocers' licenses had been separated from the spirit licenses, *ib.* 4813.

Licensing System. Expediency of a reform of the licensing system in Scotland, as one important means of checking pauperism, *Begg* 4489, 4490. 4496–4498——Importance of much greater care in the licensing of public-houses, *Lewis* 4643–4646——Further evidence strongly in favour of a complete revision of the whole licensing system of Scotland, *ib.* 4764 *et seq.*——Great favouritism under the present licensing system, local influence being constantly brought to bear on the justices, *ib.* 4765. 4820–4825.

Decided improvement if the licensing rested entirely with the magistrates, or with a board of magistrates and ratepayers, *Lewis* 4765, 4766——Advantage if the people in any district had power to decide whether houses should be licensed, *ib.* 4766–4768. 4828, 4829——Recommended abolition of the appeal to the quarter sessions from the decisions of the magistrates, *ib.* 4766. 4828——Want of some change in the licensing system, *Wood* 5281——Necessity of a change in the licensing system: evil of the system as worked by the justices, *Mackie* 7904. 7907–7940.

See also *Public Houses.*

Litigation (*Law Expenses*). Prevention of much litigation by extending the area of assessment and settlement to the county, *M'Crindle* 6141. 6147. 6156——Prevention of litigation by a different constitution of the Board of Supervision, and by referring all disputed questions to the Board, *Gray* 6455–6457. 6483——Avoidance of litigation and law expenses by referring all questions to the Board of Supervision, *Ballingal* 6836——Great saving of litigation and expense if settlement were abolished concurrently with a national rate, *J. Muir* 8799.

Return of the sums expended on law expenses in Scotland in each of the years 1846–68, *App.* 450, 451——Statement of the expenditure in 1847 and 1848 respectively, with reference to the population, *ib.* 465.

Return of the amount of law expenses in Orkney and Shetland, Caithness, Sutherland and Ross and Cromarty, respectively, in each of the years 1856–68, *App.* 490.

See also *Settlement*, 4. 9.

Local Administration. See *Parochial Boards.*

Report, 1869—*continued.*

Lochlee (*Forfar*). Objection by the parochial board to extending the area of assessment to counties, *App.* 460, 461.

Logie-pert (*Forfar*). Opinion of the parochial board in favour of an extension of the area of assessment to the county, *App.* 460, 461.

Longevity of Paupers. Advanced age of some of the paupers in Kilmallie parish; careful and economical treatment of these out of the poorhouse, *Miller* 7335–7343——Very advanced age of the paupers in some Highland parishes; instances of this, *Mackie* 8069–8071.

Lorn Combination. Total of seven parishes in the Lorn Combination, and having between them 236 billets in the Oban poorhouse, *Bett* 6865–6872——Details relative to the very beneficial operation of the poorhouse test in the Lorn Combination; important reduction thereby in the pauperism and the expenditure in particular parishes, *ib.* 6890 *et seq.*——Unsatisfactory result in the case of certain other parishes where the poorhouse test has not been strictly applied, or has not been applied at all, *ib.* 6927–6945——Appointment of a medical officer in each parish of the Lorn Combination, there being a separate medical officer for the poorhouse; varying salaries paid, *ib.* 7202–7204. 7214, 7215.

See also *Lunatics*, II. 7. *Oban Poorhouse.*

LUNATICS:

I. *Generally:*

1. As to the Control vested in the Lunacy Board.
2. Contemplated Abolition of the Board.
3. Suggested Amalgamation with the Board of Supervision.
4. Great Increase in the Number and Cost of Pauper Lunatics since the Extension of Asylums.
5. Relative Condition of the Lunatic Poor before and since their Treatment in Asylums.
6. Question of Removal from Asylums, and of Treatment in Poorhouses or in Private Families.
7. Arrangement as to Settlement on discharge from Asylums.
8. Remedies required for the Prevention of Lunacy.
9. Suggested Charge of Foreign Lunatics upon the Consolidated Fund.
10. Question of charging Pauper Lunatics generally upon the Consolidated Fund.

II. *In particular Parishes:*

1. Ayr.
2. Dundee.
3. Glasgow, Barony Parish.
4. Glasgow, City Parish.
5. Kilmallie.
6. Kirkcaldy.
7. Lorn Combination.
8. Paisley, Abbey Parish.
9. Paisley, Burgh Royal.
10. Wick.

I. *Generally:*

1. As to the Control vested in the Lunacy Board:

Statement as to the lunatic poor not being now under the Board of Supervision but under the Lunacy Board, *Sir J. McNeill* 1361–1365——Objection to the control of pauper lunatics being transferred from the Lunacy Board to the Board of Supervision, *ib.* 1596——Control of the Lunacy Board over the pauper lunatics attached to poorhouses, there being also a control in the Board of Supervision in respect of the buildings, *M'Lellan* 3229–3231——Expediency of the Lunacy Board exercising a stricter supervision over the superintendents of asylums, *Miller* 7440–7444. 7454–7461——Much better system of the Lunacy Board than of the Board of Supervision in the matter of local investigation, *Mackie* 7740–7744.

2. Contemplated Abolition of the Board:

Opinion that the Lunacy Board should not, any more than the Board of Supervision, be retained, *Mackie* 8045–8050.

3. Suggested Amalgamation with the Board of Supervision:

Improvement if there were an amalgamation of the Board of Supervision and the Lunacy Board, *Gray* 6712–6714——Approval of an amalgamation of the Lunacy Board and Board of Supervision, *Bett* 7199–7201.

4. Great Increase in the Number and Cost of Pauper Lunatics since the Extension of Asylums:

Large increase in the number of lunatic poor in Scotland, and great increase of expense in consequence, *Smythe* 159–164. 197–204——Information relative to the large increase

Report, 1869—*continued.*

LUNATICS—continued.

I. *Generally*—continued.

4. Great Increase in the Number and Cost, &c.—*continued.*

of poor law expenditure in connection with lunatics, *Fraser* 939-945——Heavy item of increase of expense on account of lunatic paupers, *Sir J. McNeill* 1352-1359——Difficulty of escaping from the large expense incurred for pauper lunatics, *ib.* 1597, 1598.

Frequent instances of persons having been unnecessarily placed in lunatic asylums when the Lunacy Act came into operation, *Lennox* 6321–6337——Twofold cost of lunatics in Scotland since 1858, *ib.* 6409——Average of from 9*s.* to 10*s.* a week as the cost of pauper lunatics in asylums, *ib.* 6427——Unnecessary expense in sending pauper lunatics to asylums, *Bett* 7183-7189.

Heavy expense in the northern counties for the lunatics in asylums, *Mackie* 8029——Tendency of the action of the Lunacy Board to increase the apparent number of lunatics, *ib.* 8060–8062——Inference as to the want of economy in the asylums, *Isdaile* 8387–8392.

5. Relative Condition of the Lunatic Poor before and since their Treatment in Asylums:

Great improvement in the condition of the lunatic poor, since the passing of the Lunacy Act and the extension of asylums, *Smythe* 345——Undue increase of expense in respect of pauper lunatics; probability, however, of the condition of this class having been much ameliorated through the agency of the Lunacy Board, *W. Watson* 1843, 1844. 1853–1863——Much better treatment of the lunatics within the last twenty years, *Hay* 2418, 2419——Admission that there has been much improvement in the care and treatment of lunatics, *Begg* 4567.

Much more comfortable condition, and much less cost of lunatic poor when formerly placed in private families than when removed into asylums, *Lennox* 6339–6331——Further statement that there are large numbers in lunatic asylums who would be better cared for, and at much less expense, in the wards of poorhouses and in private houses; suggestions on this subject, *ib.* 6410-6425——Equal care taken of lunatics previously to the present law, *Bett* 7044.

6. Question of Removal from Asylums, and of Treatment in Poorhouses or in Private Families:

Approval of inmates of lunatic asylums being allowed to leave the asylums if they have been rendered innocuous and able to take care of themselves, *Fraser* 1063-1067——Absence of power in the Board of Supervision relative to the removal of pauper lunatics from asylums, *Sir J. McNeill* 1599-1601——Explanation relative to the retention of many fatuous lunatics in the poorhouses, under the control of the Lunacy Board, *ib.* 1735–1737.

Approval of harmless lunatics being allowed to live with their friends, *M'Lellan* 3243, 3244——Great economy and advantage in placing many so-called lunatics in private families, *Miller* 7465–7497——Result of witness's experience in regard to the removal from asylums of non-dangerous lunatics; suggestions for an amended practice and increased facilities in this respect, *J. Muir* 8664-8667. 8837–8852.

7. Arrangement as to Settlement on discharge from Asylums:

Satisfactory arrangement made with reference to the question of settlement in the case of pauper lunatics on discharge from asylums, *Sir J. McNeill* 1600.

8. Remedies required for the Prevention of Lunacy:

Very similar remedies required for the prevention of lunacy as of ordinary pauperism, *Begg* 4567——Probable causes of the increasing number of lunatics, intemperance being the main cause, *Isdaile* 8373. 8383–8386.

9. Suggested Charge of Foreign Lunatics upon the Consolidated Fund:

Proposal that permanent foreign lunatics in poorhouses be a charge upon the Consolidated Fund, *Muir* 2996.

10. Question of charging Pauper Lunatics generally upon the Consolidated Fund:

Non-objection to lunatics being placed on the Consolidated Fund, *Fraser* 1036, 1037——Loss of the contribution now received from the friends of pauper lunatics if such lunatics were made a charge on the public funds, *Sir J. McNeill* 1474, 1475. 1478——Opinion that pauper lunatics should be a charge upon the Consolidated Fund, *R. S. Muir*, 2712. 2997; *Ballingal* 6836——Government should maintain all poor lunatics required to be placed in lunatic asylums, *Mackie* 8031. 8036, 8037. 8044; *Isdaile* 8393-8397.

LUNATICS—continued.

II. *In particular Parishes:*

1. Ayr:

Great increase in the number and cost of pauper lunatics in Ayr since 1845, *Lennox* 6305-6310——Difficulty, in witness's district, as to asylum accommodation pending the erection of the Ayrshire asylum, *ib.* 6426——Statement relative to the undue expense incurred by the parish of Ayr in respect of pauper lunatics in asylums; economy, without risk of ill treatment, by placing many of these in private families, *Gray* 6705-6718. 6739-6743.

2. Dundee:

Great increase of lunatics on the parish roll of Dundee, owing chiefly to the increased surveillance exercised by the Lunacy Board, *Hay* 2165-2174——Further details as to the number and cost of pauper lunatics, and the great increase on this score since 1859, *ib.* 2229-2232——Very satisfactory and economical working of the lunatic wards attached to the Dundee poorhouse, the treatment of the inmates being fully approved by the Lunacy Board, *ib.* 2395-2403. 2407——Satisfactory arrangement also as to the care of some imbeciles or fatuous lunatics in private houses, *ib.* 2404-2406.

Large and increasing expense of lunatics in Dundee parish; undue cost of those placed in asylums as compared with the cost in the poorhouse, or in private families, *Isdaile* 8371-8392——Immense increase in the number and cost of lunatics chargeable to the parish since 1859, *ib.* 8376——Opinion that lunatic patients are more comfortable in the poorhouse wards than in the Dundee Asylum, *ib.* 8378. 8380-8382.

3. Glasgow, Barony Parish:

Information relative to the treatment and cost of lunatic paupers in the separate licensed ward of the Barony parish poorhouse, the expense being about half that of asylum treatment, *Menzies* 2981-2989. 2992-2995——Possession of a first-class license for lunatic wards or asylums by five parishes in Scotland, one of which is the Barony parish, *M'Lellan* 3227——Very satisfactory arrangements of the parish for the treatment of its lunatics, whilst the cost is not nearly so great as the cost of sending them to asylums, *ib.* 3227, 3328. 3232-3249——Separate and efficient treatment of the pauper lunatics by the parish; proposal still further to improve the treatment by having an entirely new asylum, *Beattie* 3506-3509.

4. Glasgow, City Parish:

Total of 147 inmates in the lunatic ward of Glasgow City poorhouse, there being a license for 60 more, *R. S. Muir* 2614, 2615——Sundry details in connection with the pauper lunatics of the parish, their cost in the poorhouse, and in Gartnavel Asylum respectively, and the satisfactory accommodation and treatment provided, *ib.* 2682-2731. 2989-2991——Circumstances of the cost in the asylum being double that in the poorhouse, whilst the lunatics are just as well cared for in the latter place, *ib.* 2682-2704. 2850-2852——Practice of sending to the asylum only in special cases, or when there is not room in the poorhouse, *ib.* 2693-2695. 2705-2707. 2716.

5. Kilmallie:

Details relative to the lunatic poor of Kilmallie parish, and the undue cost and objectionable treatment of those in asylums; complaint more especially in respect of Inverness asylum, *Miller* 7423-7498——There is now one lunatic in Argyll Asylum, and six in Inverness Asylum, *ib.* 7423. 7498——The cost of each pauper lunatic in Argyll Asylum is about 24 *l.* a year, and in Inverness Asylum 32 *l.* a year, *ib.* 7424, 7425——Cause assigned for the increased charge in the Inverness Asylum; mal-administration of the asylum adverted to hereon, *ib.* 7426-7443——Worse condition of many lunatics of Kilmallie since they have been under treatment in Inverness Asylum, *ib.* 7444-7451. 7462, 7463——Economy and efficiency of the treatment of some lunatics of Kilmallie in private families, every attention being paid to their condition and comfort, *ib.* 7465-7467. 7472-7497.

6. Kirkcaldy:

Particulars relative to the lunatic poor of Kirkcaldy and other parishes in which which witness has been inspector; heavy cost of those in asylums, *J. J. Muir* 8657-8664. 8675-8683.

7. Lorn Combination:

Circumstance of lunatics belonging to the Lorn Combnation being now gradually removed from the county asylum, the Lunacy Board having relaxed their rule on this subject, *Bett* 7188-7198.

8. Paisley, Abbey Parish:

Information relative to the accommodation provided for lunatic paupers by the Abbey parish, paupers of other parishes being also received at a charge of 11*s.* a week; satisfactory character of the arrangements, *Lees* 3994-4013.

Report, 1869—*continued.*

Lunatics—continued.

II. *In particular Parishes*—continued

9. Paisley, Burgh Royal:

Average of 9 *s.* 4½ *d.* per week as the cost of lunatic inmates of the poorhouse of Paisley parish, or burgh royal, *Brown* 5377, 5378——Distinct building used for the lunatics of Paisley parish, there being a first-class license from the Board of Lunacy, and inmates being taken from other parishes, *ib.* 5381. 5386-5390—— There are about forty-six lunatic inmates, of whom seventeen belong to Paisley parish, *ib.* 5389, 5390.

Information relative to the vesy satisfactory working of the parish lunatic asylum, and the successful treatment of the patients, *Brown* 5406-5410—— Circumstance of the Lunacy Board having contemplated the discontinuance of the license to the asylum, *ib.* 5407, 5408——Removal of more than half the patients when the new asylum for Ayrshire is completed, *ib.* 5411.

Estimate of the weekly cost of patients in the lunatic asylum, *App.* 468.

10. Wick.

Payment of 26 *l.* a year by the Wick board for each lunatic sent to Montrose Asylum, the total payments to the asylum being about 500 *l.* a year, *Mackie* 8026-8031——Complaint as to the course taken by the Lunacy Board in requiring some pauper lunatics of Wick to be placed in an asylum who might be just as well treated in private families, if not better, and at much less expense, *ib.* 8031–8044. 8051–8059.

M.

M'Crindle, Robert. (Analysis of his Evidence.)—Has for many years been employed as a house factor, and as a collector of gas rates, at Ayr; is well conversant with the opinions of the people relative to the poor law, 5907–5916——Dissatisfaction of both ratepayers and paupers in Ayr with the working of the present poor-law, 5917, 5918——Great increase of pauperism and of its cost in the parish of Ayr since the year 1845, whilst the increase of population has been very small, 5919-5927. 5949–5954——Large amount of the local pauperism owing to the immigration of Irish labourers and to the depression in the weaving trade, 5927. 5946–5948.

Way in which the legal claim to relief and the facilities of securing relief operate in feeding or creating pauperism, 5927–5930. 5971–5977——Objections to the right of appeal to the sheriff, it being far better to place the entire responsibility of relief in the parochial board, subject to appeal to the Board of Supervision, 5930–5945——Opinion as to the paupers in Ayr having no good ground of complaint, their allowances being liberal, 5955–5970.

Unsatisfactory working of the former system of assessment on means and substance in Ayr, owing to the machinery having been defective, 5978, 5979. 6080–6086—— Inequality of the assessment on rental, the poorer classes paying an undue proportion of the rates, 5980–5985——Effect of the better wages of the artizan class, and their better mode of living, in enhancing prices, and leading indirectly to the impoverishment of the common labouring class, 5986–6000.

Great objection of the poor in Ayr to the poorhouse; the test is not stringently applied, 6001, 6002——Practice of frequently helping the out-door poor with the amount of their rent, 6003–6008——Demoralizing effect of the rating of the poorer occupiers, many of whom have little hesitation in applying for relief, 6009–6012. 6015–6018——Large number excused payment on the ground of poverty, 6013, 6014.

Exceptional cases to which out-door relief should be confined, in order that the deterrent effect of the poorhouse might be much more extensively brought into operation, 6019–6032——Instances of the allowances being spent in drink, this, however, not being general in Ayr, 6020. 6067–6070——Approval of the separation of married people under a certain age in the poorhouse, 6029——Large numbers now relieved whom the poorhouse test would strike off the roll, many of whom could work, whilst many should be supported by their friends, 6032–6048. 6071–6078.

Suggestions for enforcing much more strictly the liability of relatives of the poor, 6034–6037. 6043–6047. 6059–6066——Belief that no one would starve rather than use the poorhouse, 6038–6840——Improvement if desertion by husbands were made a criminal offence, 6043. 6061——Excellent care of the inmates of Ayr poorhouse, 6049—— Advantage if the poorhouse test were always applied to mothers of illegitimate children, 6050–6055——Want of a more equitable mode of dealing with Irish poor in Scotland, 6056–6058. 6163–6165.

Evidence in favour of assessment by means and substance, if proper machinery be adopted, and of making all kinds of income contribute to the poor-rate, 6079–6135—— Feeling among the middle and lower classes in Ayr that the present system is unfair, 6083–6086. 6117, 6118——Unequal incidence of the present mode of assessment in Ayr as compared with the plan of means and substance, 6087–6091——Consideration of certain obstacles and objections to the assessment of income for the poor-rate; approval of the collection of the rate, together with the income-tax, 6092–6136——Contemplated exemption of all incomes less than 35 *l.* a-year, 6119-6133.

Advantage

Report, 1869—*continued.*

M'Crindle, Robert—(Analysis of their Evidence)—*continued.*

Advantage of an extension of the area of assessment and settlement to the county, the management continuing in the parochial boards, 6137–6157——Suggestions for an amended system of inspection if there were county rating, 6139, 6140——Doubt as to county rating leading to extravagance in parishes, 6148–6152.

Improvement if a residential settlement were not lost until another was acquired, 6158–6162——Proposal that all disputed cases of settlement be adjusted by the Board of Supervision, 6167, 6168——Belief that the allowances in Ayr parish are not too liberal, 6169–6173.

Examination to the effect that witness does not desire a combination of the three parishes in Ayr, though he is favourable to their being combined with the whole county, 6174–6207. 6212.——Existing power of combination if the three parishes were so inclined, 6190. 6208–6211.

Mackie, John. (Analysis of his Evidence)—Is editor of the "Northern Ensign" newspaper published in Wick, and has been a member of the Wick parochial board, and of its principal committees for many years, 7594–7599——Has paid much attention to the working of the poor law, and was convener of the committee in Wick which drew up a report on the subject, 7600–7604.

Faulty constitution and prejudicial operation of the Board of Supervision, it having entirely destroyed all effective local government, 7605–7607——Particular instances of the arbitrary and stringent conduct of the Board of Supervision with reference to the mode of administration of relief by the parochial board of Wick, 7605–7652——Difficulties on the subject of poorhouse accommodation for Wick adverted to as further illustrating the arbitrary and tyrannical action of the central board; undue expense imposed upon the Wick ratepayers in the matter, 7652–7656. 7680.

Reference to certain returns as showing the parishes to which the paupers in Wick belong; large proportion of the poor who come from other parishes, and chiefly from the country, 7657–7663. 7676–7979——Statement as to the large number of evictions in country parishes in Caithness within the last 20 years, many of the houses pulled down being, however, miserable places, 7665–7678.

Obstacle to a distinct treatment by the Wick board of the deserving and the undeserving poor, on account of the arbitrary control of the central board, 7680–7684——Improper expenditure by many paupers of the allowances received, 7685——Grounds of complaint by the Wick board relative to the conduct of Mr. Peterkin, the inspector for the Board of Supervision, when officially visiting the parish; much more satisfactory mode of action of the previous inspector, Mr. Briscoe, 7685–7719.

Very incomplete and unintelligible character of the reports of the Board of Supervision; illustration of this, 7720. 7723–7732——Defect of the board as regards the attendance of its members, 7721, 7722——Expediency of the board being abolished altogether, 7733——Suggestion that the whole management be left in the local boards, subject to appeal to the sheriff and a Secretary of State for Scotland, 7734–7739.

[Second Examination.]—Much better system of the Lunacy Board than of the Board of Supervision in the matter of local investigation, 7740–7744——Effect of the compulsory system of assessment in increasing the amount of pauperism, 7745, 7746. 7758–7761——Favourable results of the voluntary system in the parishes of Watten and Bower, in Caithness, as compared with the results of the compulsory system in Wick and Latheron, 7746–7757——Large increase of pauperism in Ross, Cromarty, &c. since 1855, though the application of the poorhouse test in more recent years has, on the other hand, led to some diminution, 7757–7764. 7805–7807.

Important increase of expenditure in Caithness, &c. since 1855, in respect of management, a large increase being owing to additional officials and salaries, 7765–7772. 7843——Very large outlay in the compulsory provision of poorhouse accommodation in Caithness and Sutherland for use as a test; great excess of such provision, 7773–7776. 7793–7802. 7843——Stringent and harsh application of the poorhouse test; instances of this, 7774–7782——Unconquerable aversion of the poor to enter the house, 7774, 7775.

Doubt as to the poorhouse test having any beneficial effect upon the rates, whilst it has a bad moral effect as enhancing vagrancy and begging, 7781–7792. 7805–7812——Circumstance of a decrease of pauperism in Latheron parish in some years since 1862, having been accompanied with an increase of cost, whilst a decrease in other years has been attended with an increased cost, 7813–7818——Statement containing details relative to the tinker class of vagrants in Caithness, and their degraded and immoral state; great want of a more stringent vagrancy law for the suppression of this class, 7818–7842.

Room for great reduction in the cost of management by extending the area, 7844. 7858–7864——Suggestion that the combination of small parishes be compulsory; belief that in such cases the management would be as efficient as in separate parishes, 7844–7849

Report, 1869—*continued.*

Mackie, John. (Analysis of his Evidence)—*continued.*

7849. 7858–7868——Amendment required in the constitution of the Wick board, there being upwards of 200 members, 7850——Improvement if the boards in country parishes were entirely elective and representative, 7851–7857——Expediency of owners and occupiers being fairly represented on each board, 7853–7857.

Salutary working of the Wick board by means of committees, 7865. 7873–7877——Approval of retiring allowances for officials, who should contribute to a fund for the purpose, 7869–7871. 7873——Limited discretion advisable in inspectors, 7871, 7872——Much larger rates in the town parishes than in the country parishes of Caithness; expediency, nevertheless, of all the county being treated as one combination, under a different system of assessment, 7879–7892.

Proposal that all property assessable under the income-tax be assessed for the poor-rate, 7888–7898. 8216——Suggestion that collateral relatives of paupers be made liable for a share of their support, 7899–7901——Advantage, also, if illegimitate sons and daughters were made to contribute to the mother's support, 7900, 7901.

Opinion that one-third of the pauperism of Wick arises from drunkenness, 7903——Necessity of a change in the licensing system; evils of the system as worked by the justices, 7904. 7907–7940——Increase of pauperism and crime wherever there is an increased number of public-houses, 7904. 7951, 7952——Approval by witness of a permissive Bill, 7906——Suggestion that the number of houses be limited with reference to the population; how the licenses might be granted in such case, 7907–7909. 7931–7933. 7941–7955——Absence of shebeens in Caithness, whilst the Forbes Mackenzie Act has been very beneficial, 7955–7958.

Full discretion proposed in the local boards in the matter of relief, 7959, 7960, 7992——Objections to dispensing with the appeal to the sheriff; satisfactory working of such appeal in Wick, 7961–7984. 7993–8002——Suggested abolition of all central control, save that there should be an appeal to a Secretary of State for Scotland, 7981–7983. 8237–8244——Considerable abuse in the expenditure of out-door relief by the recipients, whether they get it in money or in kind, 7985–7991.

Practice in Wick as to the application of the poorhouse test to mothers with illegitimate children; injurious effect as regards the children, 8003–8007——Arrangement for the boarding out of orphans and deserted children, the results being very beneficial, 8007–8013. 8019–8023——Varying rates of out-door allowances given in the parish, 8010. 8014–8016——Much greater expense per head of in-door paupers than of out-door paupers, 8024, 8025.

Payment of 26 *l.* a year by the Wick board for each lunatic sent to Montrose Asylum, the total payment to the asylum being about 500 *l.* a year, 8026–8031——Heavy expense in the northern counties for the lunatics in asylums, 8029——Opinion that Government should maintain all poor lunatics required to be placed in asylums, 8031. 8036, 8037. 8044——Complaint as to the course taken by the Lunacy Board in requiring some pauper lunatics of Wick to be placed in an asylum who might be just as well treated in private families, if not better, and at much less expense, 8031–8044. 8051–8059——Opinion that the Lunacy Board should not, any more than the Board of Supervision, be retained, 8045. 8050——Tendency of the action of the Lunacy Board to increase the apparent number of lunatics, 8060–8062.

Evidence in support of the conclusion that a simple law of birth settlement would, on the whole, be fairer than the present law of settlement, whilst it would save great expense in litigation, 8063 *et seq.*——Proposed irremovability of paupers after a certain length of residence in any parish, if birth settlement were adopted, 8065–8068. 8107, 8108——Very advanced age of the paupers in some Highland parishes, 8069–8071——Grounds for concluding that the flow of emigration from the country to the towns will gradually cease, and that there will be full employment for the population on the land 8078–8102. 8113–8119.

Approval of the abolition of all exemptions in the assessment for the poor rate; question hereon whether hospitals and ragged schools might not be exempted, 8126–8149——Beneficial effect of ragged schools with reference to pauperism, 8142–8157——Severe pressure upon the working classes under the system of assessment upon rental, 8158, 8159——Statement in support of the view that lands occupied by owners for sporting purposes should not be exempted from the payment of poor-rates, 8160–8192——Very unsatisfactory working of the mandate system, though under certain circumstances mandates should still be allowed, 8193–8201.

Approval of the proposition for assessment on the gross rental, 8202–8204——Evil of the annual election of medical officers, as in Wick; proposed appointment during good behaviour, 8204–8210. 8215, 8216——Objection also to the annual election of inspectors, 8205. 8215–8217——Belief as to the satisfactory working of the system of supply of medicines by the medical officers in Wick, 8211–8214——Separate officers employed in Wick as collector and inspector; amount of remuneration in each case, 8218–8221.

Objection

Report, 1869—*continued.*

Mackie, John. (Analysis of his Evidence)—*continued.*

Objection to the collection of the poor-rate by the machinery of the income tax, 8222, 8223. 8227–8229——Use to be made of the Government machinery as regards the assessment for the poor; objection, however, to the income-tax limit being adopted, 8223–8228——Room for economy in collection in large combinations of parishes, 8230–8232.

Discontent of the pauper class relative to their allowances, 8233, 8234——Opinion that by giving discretionary powers to the parochial boards the rates might be reduced concurrently with an increase of the allowances to the deserving poor, 8234, 8235——Important effect in Wick of the rate-paying clauses of the Reform Act, 8244–8250——Strong feeling in the north of Scotland against any power in local boards to relieve the able-bodied, 8250, 8251.

M'Lellan, Allan Houston, and Alexander M'Laren. (Analysis of their Evidence.)—(*Mr. M'Lellan.*)—Considerable experience of witness as a member of the parochial board of the Barony parish of Glasgow, 3020–3023——Constitution of the board, when witness first joined it ten years ago, as a rural board, on the old principle of mandates, there having been thirty elected members in addition to the heritors, 3024–3042——Very unsatisfactory working of the system of mandates at the former board, 3043–3045——Result of witness's experience as to mandates, that certain alterations are required in the case of cities and burghal parishes, but that the present law does not work oppressively in rural parishes, 3046–3063.

Details relative to the Bill introduced by the Barony parish in 1862, and the material alterations made for the worse therein at the instance of Lord Redesdale, through the Board of Supervision, after the Bill had passed the House of Commons, 3064 *et seq.*——Present constitution of the Barony Board adverted to as comprising twenty-one elected members, four from the Commissioners of Supply, and four from the Kirk Session; its efficiency, 3066–3075. 3082. 3107. 3141——Evil of the enforced omission from the Bill of 1862 of a clause providing for the performance of business during the annual interval between the expiry of one board and the election of another, 3075, 3076. 3086–3093.

Comment upon the course pursued by Sir John McNeill and the Board of Supervision in reference to the Bill of 1862, after it had passed the House of Commons, the Bill having been submitted to the board in the first instance, and not objected to by them, 3075–3077. 3108–3140——Omission from the Bill of clauses providing that only one-third of the parochial board should retire annually, and that the chairman should continue at the board, *ex officio*, until a successor was appointed, 3078.

Advantage if the system of open polling, as first proposed in the Bill of 1862, had been adopted, 3079, 3080. 3083, 3084——Disadvantage through the refusal of power to elect a successor to any member dying after his election, 3099——Improvement if the board were elected in May instead of November, 3102–3106——Statement as to the board having eventually obtained their Act in 1862, only by bringing the Bill as near as possible to the condition of the Burghal Bill of Scotland, 3114, 3115.

Explanation as regards the rating in the Barony parish, that there is a deduction of twenty per cent. from the gross value in all cases, save in the case of tenant farmers who are first allowed fifteen per cent. off the gross value, and are assessed on one-third of the remainder, 3142–3156——Satisfaction of the ratepayers with the system of assessment, 3149–3151——Opinion favourable to the abolition of all deductions, and to the retention of classification, 3157–3159——Small part of the rates in Barony parish derived from the landward portion, 3160.

Universal outcry against the system of means and substance in the Barony parish until it was got rid of; good ground for this dissatisfaction, 3161, 3162. 3173–3175. 3180, 3181——Several objections to a rate on means and substance, even though collected by the income-tax machinery, 3162–3164——Fairness on the whole of the present system of rental assessment, 3165——Difficulty experienced in the Barony parish in collecting the rate on means and substance; probability, however, of a large amount of property escaping taxation under the present systsm, 3167–3177.

Practice in the Barony parish of rating the smaller occupiers, 3182——Explanation of the course pursued by the Board in hearing applications for exemptions on the plea of poverty, the bulk of such applications being granted, 3184–3191——Evidence to the effect that in Glasgow and other cities it would be well to empower the parochial boards to exempt houses of 4 *l.* and under, but that such limit should not apply to country parishes, 3192–3207——Doubt as to the expediency of assessing feu duties for the poor rate, or of levying the rate upon bondholders; witness, in fact, has not studied this question, 3209–3226.

Possession of a first-class license for lunatic wards or asylums by five parishes in Scotland, one of which is the Barony parish, 3227——Very satisfactory arrangements of the Barony parish for the treatment of its lunatics, whilst the cost is not nearly so great as the cost of sending them to asylums, 3227, 3228. 3232–3249——Control of the

Report 1869—*continued.*

M'Lellan, Allan Houston, and A. M'Laren. (Analysis of their Evidence)—*continued.*

Lunacy Board over the pauper lunatics attached to poorhouses, there being also a control in the Board of Supervision in respect of the buildings, 3229-3231——Approval of harmless lunatics being allowed to live with their friends, 3243, 3244.

Non-objection to the present law of settlement, though if any change be made it should be by the adoption of birth settlement, 3251-3261. 3268-3278——Hardships involved in the law of removal, so that witness would prefer there were no power of removal in Scotland, or that each case should be decided by the central board, 3254. 3279-3284. 3383, 3384——Increased difficulty of administration without any corresponding advantage by combining the parishes in Glasgow for purposes of assessment and chargeability, 3262-3278.

Total of 383 children now boarded out by the Barony parish, 3285——Particulars relative to the boarding-out system, as pursued by the parish, and the provisions made for the proper treatment and education of the children, the system being attended with great success, 3286 *et seq.*——Frequent inspection of the children boarded out, 3288, 3289——Satisfactory arrangements for the boarding out of Roman Catholic children, 3289, 3290. 3318-3321——Care taken to provide proper education for the children in the poorhouse, and to isolate them as much as possible from the adults, 3297-3301.

Steps taken by the parochial board to facilitate the employment of children brought up in the poorhouse; justification of their action in this respect, 3313-3316——Practice of keeping a creed register in the poorhouse; its advantage as regards the distribution of the children, 3318-3323——Belief that it would be much better for the parish if the poorhouse test were more freely applied, 3324-3328——Doubt as to the poorhouse test being one of the causes of increase of vagrancy, 3329-3334.

Concurrence in the suggestion for giving a discretionary power to the governors of poorhouses to require increased notice of departure in the case of paupers who make a practice of going out, 3335-3338——Further statement as to the Act eventually obtained in 1862 being very objectionable as compared with the Bill first introduced in that year, 3339-3344——Indulgent use of the poorhouse in the case of old married couples, it being found too expensive, however, to provide separate rooms for them, 3345-3352.

Accommodation for 1,350 inmates in the poorhouse, 160 of whom come under the license for lunatics, 3353——Large infection hospital attached to the poorhouse with a separate medical officer, 3353-3355——Discretion formerly exercised by the parochial board in relieving the able-bodied; conclusion adverse to a discretionary power in the matter, 3356-3366——Unsatisfactory result in the parish in 1862, when considerable relief was given to the unemployed, 3357-3359.

Requirement of a medical certificate that applicants are wholly or partially unfit for work before they can be placed upon the roll, 3363, 3364——Considerable increase in the number of deserted wives when there is slackness in trade; objection, nevertheless, to relieving the husbands if able-bodied, 3365, 3366——Defects of the present action of the sheriff in deciding whether applicants should be placed upon the roll, 3367. 3372——Improvement if the parochial board were represented before the sheriff, or if the cases were referred to the Board of Supervision instead of to the sheriff, 3367-3373.

Approval of the mode of action of the inspectors, and of their dismissal resting with the Board of Supervision, 3374-3381——Divided opinion at witness's board upon the question of control by the central board, 3382——Suggestions for the hearing and adjustment of cases of settlement by the Board of Supervision, and for the re-construction of the board for the purpose, 3384-3397——Improvement if the provosts of Glasgow and Edinburgh were removed from the board, and if two more legal members were substituted, who should deal with questions of settlement, 3385, 3386. 3395, 3396——Witness makes no complaint against the general working of the board, 3397, 3398.

(Mr. *M'Laren.*)—Witness, who is a member of the Board of Barony parish, concurs generally in the evidence of Mr. M'Lellan, save that he considers an amalgamation of the Glasgow parishes very desirable, 3400-3408.

McNeill, The Right Hon. Sir John, G.C.B., F.R.S. (Analysis of his Evidence.)—Was chairman of the Board of Supervision from its institution in August 1845 until March 1868; 1230——Conduct of the ordinary business of the board by the chairman and the three sheriffs, 1231——Frequent occasions during the earlier period of the board, of the attendance of the members generally, 1231-1235——Difficulty of late years in getting a quorum of the board, but for the sheriffs, 1236——Conclusion as to the efficient working of the board, and as to the inexpediency of altering its constitution either by increasing the number of members, or by reducing the board to one responsible head, 1237-1259.

Necessity of proceeding by means of a committee of two members when a quorum is not formed, the decisions of the committee being almost always confirmed by the board without any modification, 1242-1245——Attendance of Sir W. Gibson Craig whenever a full attendance has been essential, 1250——Doubt as to the expediency of requiring the constant

Report, 1869—*continued.*

McNeill, The Right Hon. Sir John, G.C.B., F.R.S. (Analysis of his Evidence)—*continued.*

constant attendance of the working members of the board, and of paying for their services, 1251–1259.

Decided improvement in the condition of the poor of Scotland since the Act of 1845; 1260, 1261——Tendency to increase in the amount of average allowance to each pauper; particulars hereon, 1262–1268. 1334–1338——Statistics and explanations in detail, relative to the annual number of paupers of all classes, including casuals and dependants; correct results arrived at by taking the number on a particular day instead of the number throughout the year, 1267–1313.

Definition of those poor as casual whose cases have not been disposed of by the parochial board, 1275——Explanations in connection with certain tables and summaries in the annual reports of the board relative to the total number of poor, the number of casuals, and the number of dependants, 1276–1313——Obstacles experienced in supplying a return of the number of dependants; difficulty in accounting for the large increase of this class, 1287–1294——Calculation of the annual per-centage of the poor with reference to the population; fractional decrease in 1860–68, as compared with 1850–59; 1297–1311.

Explanation as to witness not being able to submit a complete statement of the estimated annual value of lands and heritages, 1314–1316——Statement showing that though the total expenditure on the poor has increased immensely since 1849, there has been a fractional diminution in the per-centage of expenditure with reference to the annual value of property assessed, 1317–1329——Large increase in the cost of management with reference to the total expenditure, 1321, 1322——Immense increase in the annual value since 1846; 1328.

Total of 581,533 *l.* as the expenditure on the poor in 1850, and of 863,202 *l.* as the expenditure in 1868; 1330——Increase of population adverted to, such increase being much less than the increase of annual value, 1331. 1333——Reference to a certain memorandum, dated January 1867, as showing that the town parishes are not burdened with paupers in excess of the burden borne by the rural parishes, 1339, 1340——Comparison of the cost of management in Scotland and England in the years 1863–65, the result being very favourable to Scotland, 1340–1342.

Great success under the head of "salaries" in England as compared with Scotland, 1340. 1342——Doubt as to expenditure for buildings being all excluded from the head of "management," 1344–1349——Increase of the management charges owing to the improved remuneration of the inspectors, 1350——Further cause of increase in the expensive staff necessary when poorhouses are established, *ib.*——Heavy item of increase on account of lunatic paupers, 1352–1359——Statement as to the lunatic poor not being now under the Board of Supervision, but under the Lunacy Board, 1361–1365.

Effect of the law of 1845 in largely transferring the relief of the poor from the working classes to the richer classes; equitable adjustment of the burden between the two classes at the present time, 1366–1370——Very inadequate provision made for the poor under the voluntary system of relief, or under the system of legal assessment before the Act of 1845, as compared with the provision made since the Act, 1370–1375——Doubt as to the feeling of independence among the poorer classes having been much stronger under the voluntary system than since the Act of 1845; 1376–1378.

Effect of every poor law to create improvidence, 1379——Tendency to the production of large and idle populations in countries where wealth is on the increase, 1380——Opinion favourable to a freer use of the poorhouses as a check upon pauperism; illustration of their efficacy as a test, even though they may be nearly empty, 1381–1383. 1394, 1395——Advantage in the provision of poorhouses being voluntary rather than compulsory, 1384——Defence of the rules sanctioned by the Board of Supervision for the management of the poorhouses; reference more especially to the separation of husband and wife, 1385–1392.

Doubt as to the poorhouses having the effect of increasing vagrancy, or as to there being a general increase of this evil, 1393–1400——Inefficiency of the vagrancy laws in Scotland, 1398——Especial difficulty experienced in the Highlands in inducing the destitute classes to enter the poorhouse, 1401–1403.——Frequent instances of out-door relief being wasted in drink, 1404, 1405.

Great difficulty in requiring the working classes to accumulate a provident fund for their old age, 1406, 1407——Very satisfactory working, on the whole, of the parochial boards, 1408——Approval of the minister and kirk session being members of the parochial board, though in some instances this rule may not work well, 1408–1420——Opinion that the minister should be rendered clearly liable to rates on his manse and glebe, 1410. 1417.

Complication and litigation involved in any alterations of the law of settlement, whereas the law is now pretty well understood, 1421——Inundation of the large towns with paupers, if settlement were done away with, 1421, 1422——Expediency of a combination of parishes in towns, so as to extend the area of settlement; grounds for objecting

Report, 1869—*continued.*

McNeill, The Right Hon. Sir John, G.C.B., F.R.S. (Analysis of his Evidence)—*continued.*

jecting to such combinations being compulsory, 1423–1447——Failure of an attempt by witness to procure a combination of parishes in Edinburgh; particulars hereon, 1424–1426. 1434. 1439, 1440. 1448, 1449.

Concurrence between certain evidence of witness in 1850, and his views at the present time, as to the great danger of extravagance by an extension of the area of chargeability and management, 1450–1460. 1472, 1473——Hardship of any compulsory association of ill-managed with well-managed parishes, 1452–1455——Unwieldy population for single management if the three large parishes in Glasgow were combined, 1456–1459——Effect of an equalization of rates to produce extravagance, 1460.

Danger of lax and costly management if Government were to pay a fixed sum towards the cost of the local poor, the area of taxation and management being at the same time extended, 1461–1473——Objection to the parishes selecting their own inspectors to be paid out of Government funds, 1466–1469——Loss of the contributions now received from the friends of pauper lunatics, if such lunatics were made a charge on the public funds. 1474, 1475. 1478.

Statement as to the inconveniences and difficulties to be encountered in connection with a direct assessment of means and substance, 1476, 1477. 1479, 1480——Doubt whether the poor-rate could be assessed and collected by the income-tax machinery, 1481–1484——Failure of a former attempt of the City parish of Glasgow to revert to means and substance, 1479. 1486——Gradual decrease of the number of parishes assessing on means and substance previously to Mr. Baxter's Bill, 1485——Exceptional circumstances under which the system of means and substance has been retained in Greenock, 1487–1489——Payment of rates by the holders of feus as proprietors, though the persons deriving income from feus as superiors escape taxation, 1490–1500.

[Second Examination.]—Question considered, whether mortgagees and bondholders should not be required to pay a share of the poor-rate according to their interest in the property; witness is not prepared to give any definite opinion on this point, 1501–1510. 1700–1702——Circumstance of assessment on means and substance having been deliberately set aside by the parishes generally, 1502——Refusal of the parishes to adopt a mode of assessment similar to that of the income tax, 1502. 1505–1509.

Considerable exemptions in some parishes, on the ground of inability to pay, 1511, 1512——Advantage of the exemption of small occupiers resting with the parochial boards rather than of extending such exemption by Act of Parliament, 1513–1515——Respects in which the constitution of the parochial boards in the case of large suburban parishes is very defective and requires amendment, 1517. 1520——Necessity of a local Act some years ago, in order to amend the constitution of the parochial board of the Barony parish, Glasgow, 1517–1519——Amended clauses adopted in this Act, after communication between witness and Lord Redesdale, 1517——Efficient working of the Act, *ib.*

Power and practice of the Board of Supervision as to requiring a classification in cases when the mode of assessment adopted by the parochial board is inequitable or partial, 1521–1525——Importance of the power in the central board to name the number of elected members of each local board, 1526——Indifference, generally, of the ratepayers in regard to the election of members, 1527——Unsatisfactory working of the law of mandates, in the case more especially of large suburban parishes; objection, however, to an abolition of general mandates, 1528–1536. 1539——Approval of the duration of a mandate being limited to a year, 1537, 1538.

Very efficient character of the local inspectors throughout Scotland, 1539–1541——Non-objection to the inspector acting also as collector, 1542——Instances of the union of several parishes under one inspector, the result being satisfactory, though somewhat expensive, 1544–1546——Probable advantage if the poor-rate were collected by the officers of the Inland Revenue Department, 1547, 1548.

Exceedingly beneficial effect of the application of the poor-house test at Oban, pauperism having been immensely reduced thereby, 1549–1553. 1558——Expediency of the poorhouse being used judiciously and freely, but not oppressively, 1549. 1558–1564. 1706, 1707——Large reduction of pauperism and of poor-rates in the Ross of Mull, through the use made of Tobermory poorhouse, 1554. 1558.

Beneficial out-door relief frequently given in the shape of house-rent; checks upon abuse of this practice, 1555–1557——Prohibition of members of parochial boards from taking contracts for the supply of goods for the poor, 1557——Prohibition also of the inspector from any pecuniary dealings in respect of the poor, *ib.*

Advantage of facilities for the relatives of paupers to visit them in the poorhouse, 1559, 1560——Reluctance of relatives to allow their friends to go into the poorhouse, 1561, 1562——Further expression of the opinion that the poorhouses have not increased the total amount of vagrancy, 1563. 1750–1756——Very unsatisfactory state of the vagrancy laws, 1563. 1715. 1721——Approval of women with illegitimate children being compelled to go into the poorhouse, 1564. 1749.

Conclusion

Report, 1869—*continued.*

McNeill, The Right Hon. Sir John, G.C.B., F.R.S. (Analysis of his Evidence)—*continued.*

Conclusion as to parochial Boards having no legal power to relieve able-bodied poor, 1565, 1566. 1714——Doubt as to the expediency or necessity of a power to relieve the able-bodied, such relief being now given occasionally without abuse arising, 1567–1571. 1575–1580——Sufficiency of the check exercised by the inspectors before giving relief to the migratory casual poor, 1579–1584——Approval on the whole of the present system of application or appeal by paupers to the sheriff, in order to get upon the roll, 1585–1594.

Objection to the control of pauper lunatics being transferred from the Lunacy Board to the Board of Supervision, 1596——Difficulty of escaping from the large expense incurred for pauper lunatics, 1597, 1598——Absence of power in the Board of Supervision relative to the removal of pauper lunatics from asylums, 1599–1601——Satisfactory arrangement made with reference to the question of settlement in the case of pauper lunatics on discharge from asylums, 1600——Question considered whether there is not some grievance on account of the charge for lunatic poor in the Inverness Asylum, 1602–1607.

Efficiency of the medical relief of the poor in towns, there being a deficiency in the more remote country parishes, 1608——Better position of a pauper than of a labourer in the matter of medical relief, 1608, 1609——Competition for the appointment of medical officer, 1610——Practice as to the mode of appointment and dismissal of medical officers by the parochial boards, it being desirable that there should be some check in the central board upon dismissal, 1610–1619——Defence of the system of requiring medical officers to give attendance and medicines to paupers of other parishes temporarily resident in the parishes of such officers, 1620, 1621——Grounds upon which the central board have prohibited the medical officers from acting as inspectors, 1622, 1623.

Reference to a report by witness in 1853, upon the system of pauper colonies and pauper cultivation in Holland; adverse conclusions arrived at, 1624, 1625——Statement relative to the system of poor relief in the Canton de Vaud, in Switzerland, and to the recommendation of a commission that no legal right to relief should be given, 1626–1628.

Good reason for witness to be satisfied with the constitution and working of the Board of Supervision, 1629——Concurrence in the objection made by the Board to its proceedings being public, and to the admission of reporters, 1630–1633. 1637——Reasons for disapproving of the chairman of the board being a Member of Parliament, 1634–1636. 1638–1640——Doubt as to the advantage of requiring any member of the Board to be in Parliament, 1641–1643.

Limited evil or expense now arising from litigation, in respect of questions of settlement, 1644–1646. 1710. 1724, 1725——Doubt whether it would be any improvement if all settlement questions were dealt with and decided by the Board of Supervision, 1647–1651——Obstacles to a combination of the three parishes of Glasgow as to the area of taxation, whilst they should remain separate areas as to management, 1652–1661——Necessity of each pauper having a legal settlement somewhere, 1662. 1667. 1670——Advantage of a settlement by birth, failing other settlements, 1662. 1667–1669——Approval of facilities for entitling a man to retain a settlement acquired by five years' residence, 1663–1666.

Benefit, doubtless, to the labouring poor if they received medical aid out of the rates, this involving, however, a system of out-door relief to the able-bodied, 1671–1678——Further explanations relative to the powers and practice of the Board of Supervision in the matter of local assessment and classification; large exercise of these powers by the Board, there being numerous parishes in which there is classification, 1679–1682. 1684–1686. 1689, 1708, 1709——Expediency of power in the parochial boards to grant retiring allowances to inspectors; failure of steps taken by witness for conferring such power, 1683——Advantage if the central board had universal control over the medical officers, 1687, 1688.

Conclusion as to the sufficiency of the present regulations relative to the representation of tenants at the parochial boards, 1689–1699——Power of the central board to issue rules for the election of members of the local boards in burghal parishes and combinations; suggested extension of this power to the case of parishes not burghal or combined, 1697, 1698. 1705——Adequacy of the check of the central board upon the inspectors, when acting as the returning officers at the elections of members, 1703–1705.

Expense in applying the test of in-door relief, though on the other hand the amount of out-door relief is largely reduced thereby, 1707——Expected revival of litigation if the law of settlement be altered, 1710. 1724——Explanation in connection with the unduly large size of the poorhouse at Stranraer, for the Rhins of Galloway Combination, 1711——Large size of the Maybole poorhouse adverted to and explained, 1712——Doubt as to the expediency of a compulsory power in the central board, with reference to the use and size of poorhouses for combined parishes, 1713.

Objection to a system of passes as a means of entitling poor persons travelling from one place to another to obtain relief, 1716——Provision in each parish of a house of refuge for sick casual poor, these places being probably much resorted to by vagrants, 1717–1721——Approval of some extension of the liability of collaterals to provide for

Report, 1869—*continued.*

McNeill, The Right Hon. Sir John, G.C.B., F.R.S. (Analysis of his Evidence)—*continued.*

their relatives, 1722, 1723——Concurrence in a suggestion that the consent of the central board should be necessary before any disputed case of settlement is carried into court, 1726.

Further statement as to the tendency of the present poor law system to encourage improvidence, 1727, 1728——Average of 4 *l.* 6 *s.* per head per annum given in out-door relief to paupers in Scotland; sufficiency of this amount, there being generally some assistance from extraneous sources, 1730–1734——Explanative relative to the retention of many fatuous lunatics in the poorhouses under the control of the Lunacy Board, 1735–1737.

Great value of the poorhouse as a comfortable asylum for the aged and infirm who have no relatives or friends to look after them, and who live in perfect misery; forcible illustration of this in the Highlands, 1738–1742——Salutary arrangements, as promoted by witness, whereby large numbers of pauper children, including orphans and deserted children, are boarded out in the country and are sent to school, 1743–1747. 1765. 1780–1784. 1801——Objection to the poorhouse being used only for those who have no house of their own, 1748, 1749

Advantage if there were increased accommodation in institutions to which paupers who are blind, or deaf, or dumb are sent; some district asylums for this class might be desirable, 1757–1762——Nature of the provision for the separate treatment of children defective in intellect; valuable institution at Larbert for this class, 1762–1764.

Opportunities of the visiting officers of the central board for ascertaining whether any paupers have grievances to complain of, 1766, 1767——Twofold punishment to which those who desert their wives and children are liable, 1768–1771——Opinion favourable to assessment upon the full annual value, without deductions, 1772–1776——Probable arrangement, before a new poorhouse was sanctioned for Govan parish, relative to the payment of the debt on the old poorhouse, 1777–1779.

Consideration of the provision made in poorhouses or in adjacent schools for the education of children not boarded out from the poorhouses; great improvement if all the children could be boarded out and were not congregated in pauper schools, 1786–1801——Application of the poorhouse test when the destitution of any applicant is doubted, 1802, 1803——Expediency of requiring the bedridden and helpless to enter the poorhouse, 1804——Approval of test-houses generally, the outcry against them in particular cases being unreasonable, 1805.

Management. Power generally of the central board to consider and inquire into the management by the local boards throughout Scotland, *Smythe* 23——Great increase in the expenses of management, owing chiefly to the increased salaries of the inspectors, and to the establishment charges of the poorhouses, *ib.* 165–168——Increased expenses of management adverted to as counterbalancing the tendency of the poorhouses to keep down the rates, *ib.* 809–811.

Large increase in the cost of management with reference to the total expenditure, *Sir J. McNeill* 1321, 1322——Comparison of the cost of management in Scotland and England in the years 1863–65, the result being very favourable to Scotland, *ib.* 1340–1342——Doubt as to expenditure for buildings being all excluded from the head of "Management," *ib.* 1344–1349——Important increase of expense owing to the staff necessary when poorhouses are established, *ib.* 1350.

Unsatisfactory increase of expense under the head of management, *W. Watson* 1843. 1883——Statement showing that whilst there has been a great increase of expenditure generally since 1845, by far the largest per-centage of increase has been in respect of management, *Lewis* 4837–4849——Important increase of expenditure in Caithness, &c. since 1855 in respect of management, a large increase being owing to additional officials and salaries, *Mackie* 7765–7772. 7843.

Return of the sums expended on management in each of the years 1846–68, *App.* 450, 451.

Statistics cited in a certain memorandum to the effect that the cost of management in Scotland will compare favourably with the cost in England, *App.* 455.

Statement of the expenditure in 1847 and 1848 respectively, with reference to the population, *App.* 465.

Comparative statement of the annual cost of management from May 1863 to May 1868 in the parishes of Edinburgh, St. Cuthbert's, Glasgow, Barony, Govan, and Paisley, showing the gross cost of management and rate per cent. thereof on gross expenditure, *App.* 474——Further comparative statement of the cost of management in the foregoing parishes, showing the average cost per head of registered and casual poor and their dependants, who were chargeable during each year, *ib.*

Return

Management—continued.

Return of the amount of management expenses in Orkney and Shetland, Caithness, Sunderland, and Ross and Cromarty respectively, in each of the years 1856-68, *App.* 490.

See also *Area of Chargeability.* *Combination of Parishes.* *Expenditure.* *National Rate.* *Paisley* I. 3, II. 2. *Parochial Boards.*

Mandates. Witness is not cognisant of any complaints to the Board of Supervision on the subject of mandates, *Smythe* 342, 343——Unsatisfactory working of the law as to mandates or proxies, it being desirable to make the mandate renewable every six months, *Fraser* 1056–1062——Unsatisfactory working of the law of mandates, in the case more especially of large suburban parishes; objection however to an abolition of general mandates, *Sir J. McNeill* 1528-1536. 1539——Approval of the duration of a mandate being limited to a year, *ib.* 1537, 1538.

Expediency of mandates being abolished, or being greatly limited as to duration, *W. Watson* 1954–1957. 1961——Result of witness's experience as to mandates, that certain alterations are required in the case of cities and burghal parishes, but that the present law does not work oppressively in rural parishes, *M'Lellan* 3046-3063——Amendment required in the system of proxies in some parishes, though a total abolition of the system is undesirable, *Beattie* 3800-3805——Expediency of the mandate system being placed under restrictions, *Lees* 3876-3878. 4146. 4161——Improvement if mandates must be lodged forty-eight hours before the meetingof the board, and if they were not valid for more than a year, *ib.* 3876.

Evil of the mandate system at meetings and elections in St. Cuthbert's parish, Edinburgh; advantage if the board of the parish were elected as though the parish were urban, *Lewis* 4895–4901——Reprehensible expense in the issue of mandates, *ib.* 4897. 4903, 4904——Suggestion that all mandates be used only for the occasions on which they are given, *ib.* 4902——Improvement as regards the use of mandates in rural and suburban parishes if the boards were constituted as in urban parishes, *Wood* 5217, 5218——Opinion that mandates are sometimes essential, it being important however to classify them into general and special mandates, *ib.* 5218–5221.

Abuses requiring correction in the system of mandates, *Gray* 6476–6478. 6640, 6641——Mandates should be exercised only for the particular purpose for which obtained, and should require renewal after twelve months, *ib.* 6476. 6640, 6641——Probable abuse from the use of mandates in some parishes, though there has been no abuse in witness's experience in country parishes, *Miller* 7500–7504.

Very unsatisfactory working of the mandate system, though under certain circumstances mandates should still be allowed, *Mackie* 8193–8201——Recommendation that mandates should specify the object for which granted, and that their duration be limited to six or nine months, *Isdaile* 8552—— Very unsatisfactory working of the mandate system, which should be abolished or greatly modified, *J. Muir* 8688, 8689. 8696–8700. 8704–8707.

See also *Edinburgh.*

Marriages. Improvement if the proclamation of banns were abolished in Scotland; less illegitimacy and less desertion in such case, *Lewis* 4620–4624.

Married Couples (*Poorhouses*). Regulations as to the separation of husbands and wives and of parents and children in the poorhouse, *Smythe* 553, 554——Defence of the rules sanctioned by the Board of Supervision for the management of the poorhouses; reference more especially to the separation of husband and wife, *Sir J. McNeill* 1385–1392.

Separation of married couples in the poorhouse of witness's parish, there being, however, facility for communication, *R. S. Muir* 2899–2902——Few married couples in the poorhouse of Abbey parish, Paisley; necessity of these being separated, *Lees* 4076. 4080——Approval of the separation of married people under a certain age in the working, *M'Crindle* 6029.

Maybole Poorhouse. Large size of the Maybole poorhouse adverted to and explained, *Sir J. McNeill* 1712.

Means and Substance. See *Assessment*, 5, 6. *Greenock.*

Medical Certificate (*Applications for Relief*). Requirement of a medical certificate, as in Barony parish, Glasgow, to the effect that applicants are wholly or partially unfit for work, before they can be placed upon the roll, *M'Lellan* 3363, 3364; *Beattie* 3480——Inadequacy of the medical certificate as a check upon the relief of those able to work, *Lewis* 4701, 4702.

Report, 1869—*continued.*

Medical Officers:

1. *Appointment and Dismissal.*
2. *Remuneration.*

1. *Appointment and Dismissal:*

Circumstances under which medical officers are sometimes not elected annually, and are liable to dismissal by the central board, *Smythe* 544, 545. 559, 560——Improvement if the medical officers generally were more under the jurisdiction of the central board, and were not dismissible by the local authorities, *ib.* 559-563——Expediency of the medical officers being placed on the same footing as the inspectors in regard to dismissal, *ib.* 675-681——Expediency of control in the Board of Supervision over the dismissal of medical officers, *Fraser* 1084, 1085.

Practice as to the mode of appointment and dismissal of medical officers by the parochial boards, it being desirable that there should be some check in the central board upon dismissal, Sir *J. McNeill* 1610-1619——Grounds upon which the central board have prohibited the medical officers from acting as inspectors, *ib.* 1622, 1623——Advantage if the Central Board had universal control over the medical officers, *ib.* 1687-1688.

Approval of the power of the local boards as to the dismissal of medical officers, *Hay* 2481-2485——Impression as to the power of the local board of Glasgow City parish to discharge its medical officers on a month's notice; objection to the dismissal resting with the central board, *R. S. Muir* 2842-2849. 3008-3012——Power of the board of witness's parish to discharge all its medical officers at a month's notice, *Menzies* 3013-3015——Belief that the Board of Supervision has no control over the appointment, or control of any of the medical officers in witness's parish, whereas such control is desirable, *Beattie* 3772-3774.

The concurrence of the central board should be required before dismissal, *Lees* 4229——Expediency of the local medical officers not being liable to dismissal, save on the sanction of the central board, *Wood* 5226, 5227——Objection to the Board of Supervision having the power of appointment or dismissal of medical officers or inspectors, *R. Watson* 5888-5892*——Doubt as to the expediency of the dissmissal of medical officers resting with the Board of Supervision, 7204-7206——Evil of the annual election of medical officers as in Wick; proposed appointment during good behaviour, *Mackie* 8204-8210. 8215, 8216——Approval of the dismissal of medical officers resting with the parochial boards, *Isdaile* 8476-8478.

2. *Remuneration:*

Discretion formerly of the parochial boards as to the payments to medical officers, *Smythe* 360——Fixed salaries of the medical officers so that there has been but little variation of expense under this head, inasmuch as they are not paid by the case, *ib.* 542, 543——Varying salaries of the medical officers in different parishes, *ib.* 765-768.

Practice as to the remuneration of the medical officers, and as to the supply of medicines by them in some instances; importance of increased remuneration, *Fraser* 1086-1095——Competition for the appointment of medical officer at the present rate of remuneration, *Sir J. McNeill* 1610——Defence of the system of requiring medical officers to give attendance and medicines to paupers of other parishes temporarily resident in the parishes of such officers, *ib.* 1620, 1621.

Medical Relief:

Absence of any provisions relative to the medical relief of the poor previously to the Act of 1845, *Smythe* 348——Statement of the measures taken by the Board of Supervision, and of the practice generally under the Act of 1845, in regard to the supply of medical relief by the parochial boards, *ib.* 349-363——Limited power formerly of the board as to the making of rules and regulations for securing relief, *ib.* 351-360——Sufficiency as a rule of the medical relief provided, *ib.* 762-764——Adequate check over the expenditure in medical relief, *Fraser* 1033——Annual vote of 10,000 *l.* out of the Consolidated Fund in aid of medical relief in Scotland, *ib.* 1083.

Average expenditure of about 4 per cent. on the total expenditure, for medical relief, in addition to the contribution of 10,000 *l.* a year from the State, *Sir J. McNeill* 1324-1326——Better position of a pauper than of a labourer in the matter of medical relief, *ib.* 1608, 1609——Efficiency of the medical relief of the poor in towns, there being a deficiency in the more remote country parishes, *ib.* 1608——Benefit doubtless to the labouring poor if they received medical aid out of the rates, this involving, however, a system of out-door relief to the able-bodied, *ib.* 1671-1678.

Satisfactory system of medical out-door relief in Dundee and generally, *Hay* 2486-2491——Occasional medical relief to poor persons not paupers, in Barony parish, Glasgow, *Beattie* 3757, 3758.

Return of the sums expended in medical relief in each of the years 1846-68, *App.* 450, 451——

MEDICAL RELIEF—continued.

451—— Per-centage of the expenditure for medical relief in each year with reference to the annual value, *App.* 453——Statement of the expenditure in 1847 and 1848 respectively, with reference to the population, *ib.* 465.

See also *Stimulants.*

Menzies, Andrew. See *Muir, Robert Sharpe, &c.*

Miller, James. (Analysis of his Evidence.)—Is Inspector of the parish of Kilmallie; is conversant with the condition of the poor before the Act of 1845; 7244-7246—— Decided improvement in the condition of the impotent poor of Kilmallie under the present law; wretchedness of their lot when dependent on the church door collectors and private charity, 7247-7255——Very small expenditure upon the poor in Kilmallie in 1845 as compared with the present time, 7250, 7251——Apparent total of 177 paupers in the parish in 1845; examination hereon as to the pauperism having since increased in proportion to the population, 7256, 7257. 7305-7312.

Practice in the parish of printing and circulating a list of the paupers; advantage if this were compulsory on all parishes, 7258. 7279-7282——Circumstance of no indoor relief being now given in the parish, 7259-7261——Explanation relative to the expenditure on the poor, the cost per head per annum being 5 *l.* 17 *s.* 1 *d.*; 7262-7283—— Large decrease of pauperism in the parish since 1858, owing to the judicious application of the poorhouse test; belief that there is no room for further reduction by a stricter application of the test, 7284 *et seq.*

Check through the Board of Supervision upon improper applications of the poorhouse test, 7288——Strong objection to an offer of the poorhouse in all cases; positive cruelty thereby, 7289, 7290. 7293. 7300, 7301. 7303. 7338-7344——Low rate of assessment in Kilmallie parish, 7328, 7329——Very good managment of Kilmonivaigh parish as well as of witness's parish, 7330-7332——Very efficient chairman and medical officer in Kilmallie, 7333. 7513, 7514——Small fluctuation in the expenditure of the parish in the last few years, 7334——Advanced age of some of the paupers; careful and economical treatment of these out of the poorhouse, 7335-7343——Considerable increase in the allowances since 1858, and since 1845; 7345-7347.

Grounds for recommending that the appeal to the sheriff be abolished, an amended appeal being substituted, 7354-7390——Suggestion that there should be a committee of the parochial board frequently sitting, to whom the pauper might apply when refused relief by the inspector, there being also an appeal to the Board of Supervision, 7354. 7363-7389——Statement showing the difficulties and expense of the appeal to the sheriff in remote country districts, 7354-7362. 7374-7376. 7382.

Expediency, in justice to country parishes, of all large towns being considered as one parish for purposes of settlement, and of a residential settlement not being lost till another is acquired, 7391-7406——Several instances of great hardship to Kilmallie parish under the present law of settlement, and the operation of birth settlement, 7392-7401——Decided objection to the only settlement being by birth, as involving great hardship upon country parishes, 7407-7422.

Details relative to the lunatic poor of Kilmallie parish, and the undue cost and objectionable treatment of those in asylums; complaint more especially in respect of Inverness Asylum, 7423-7498——Expediency of the Lunacy Board exercising a stricter supervision over the superintendents of asylums, 7440-7444. 7454-7461——Great economy and advantage in placing many so-called lunatics in private families, 7465-7497.

Probable abuse from the use of mandates in some parishes, though there has been no abuse in witness's experience in country parishes, 7500-7504——Expediency of the parish minister paying rates as a member of the parochial board, 7505-7508—— Explanation and approval generally of the constitution of the Kilmallie board, 7509-7518——Suggested classification of paupers with a view to more systematic action in the giving of outdoor and indoor relief respectively, 7519-7526.

Statement in favour of all relief given being held as a common debt recoverable from the relatives, 7519. 7555-7563——Advantage in certain cases if the relief were made to depend on work done, 7521-7526——Objection to brothers being compelled to support their pauper brothers or sisters, 7527, 7528——Facility of procedure suggested with a view to recovery from fathers of illegitimate children, 7529-7535.

Common justice to the inspectors, and advantage to the ratepayers, if the parochial boards had power to superannuate the inspectors, 7536-7544——Expediency of the collectors being pensioned in proportion to their salaries, 7547——Careful audit to which witness's accounts are subjected, 7551, 7552——Opinion that the blind and deaf and dumb should be supported by the State in all cases where the relatives cannot support them, 7563-7567.

Objection to the office of collector being taken away from the inspector, the two offices being frequently united with advantage in country parishes, 7567-7575——Inaccuracy of

Report, 1869—*continued.*

Miller, James. (Analysis of his Evidence)—*continued.*

the view that the inspector is the judge of the expenditure, and should not, therefore, also act as collector, 7575–7585 —— Check upon collusion between parents and their children if the relief given were held as a common debt against the relatives, 7585–7590 —— Absence of abuse in witness's parish in the mode of expenditure of the out-door allowances, none of the money being wasted in drink, 7591–7593.

Recommendation in the report of the Board of Supervision for 1858 relative to the application of the poorhouse test in the Highlands, 7593——Beneficial effect of the periodical visits of the superintendent of the poor to the Highland parishes, *ib.*—— Suggestion that all cases of disputed settlement be referred to a paid arbiter, who might be a member of the Board of Supervision, *ib.*

Ministers (*Established Church*). Exemption of the clergy of the Established Church from assessment for the poor in respect of their manses and glebes, *Smythe* 240, 241—— Explanatory statement relative to the effect of the Act of 1845 in regard to the assessment of ministers of the Established Church in respect of their stipends, *ib.* 665–674 —— Objection to the exemption of ministers' manses and glebes, *Fraser* 1043, 1044—— Conclusion as to ministers' stipends being liable to taxation for the poor under the 49th section of the Act of 1845; *ib.* 1044–1053.

Opinion that the minister should be rendered clearly liable to rates on his manse and glebe, *Sir J. McNeill* 1410, 1417——Improvement if the clergyman, as member of the parochial board, were liable to be rated, *W. Watson* 1958, 1959; *Begg* 4365; *Miller* 7505–7508——Right of witness, as minister of the parish, to sit at the parochial board; he has no objection to pay rates as a condition of his membership, *Lees* 4171–4180.

See also *Parochial Boards*, 3.

Montrose. Report by a committee of the parochial board on the subject of county rating, &c., *App.* 459——Conclusion of the committee in favour of assessing on the gross rental, *ib.*—— Recommendation by the committee for the constitution of the Board of Supervision as a Court of Record, with power to decide all cases of settlement, &c., *ib.*

Mortgagees. Question considered whether mortgagees and bondholders should not be required to pay a share of the poor-rate according to their interest in the property; witness is not prepared to give any definite opinion on this point, *Sir J. McNeill* 1501–1510. 1700–1702—— Suggestion with a view to the holders of heritable bonds and ground annuals being assessed for the poor-rate; how this might be effected, *Fraser* 1110–1117. 1208–1212—— Approval of the rate being levied from persons lending money on mortgage bonds, *Isdaile* 8457–8460.

Muir, John. (Analysis of his Evidence.)—Inspector of the parish of Kirkcaldy; has also had experience in other parishes, 8564–8569—— Gradual increase in the amount and cost of pauperism under the present law in the parishes where witness has been inspector, 8567–8572—— Important increase in the number of paupers in Kirkcaldy parish in 1868, owing to several causes, 8573–8589——Undue facility to relief under the system of appeal to the sheriff; the action of the sheriff should in fact be abolished, 8589–8597—— Suggestion that on refusal of relief by the inspector, there should be an appeal to a standing committee of the local board, subject to a further appeal to the Board of Supervision, 8594–8602.

Harmonious working of the Board of Supervision, so far as the experience of witness extends, 8603. 8615—— Beneficial effect of the Board on the score of uniformity of administration, 8603, 8604—— Improvement if publicity were given to all the proceedings of the Board, 8605 ——Advantage if there were security for the better attendance of the members, 8605–8607 —— Doubt as to there being any necessity for a medical member at the Board, 8608–8611.

Objection to an abolition of the right to relief, 8616–8618——Several causes of pauperism, indulgence in drink being a fruitful source, 8619–8623——Expediency of a more stringent use of the poorhouse in order to check the abuse of outdoor relief, 8623–8643——Practice in Kirkcaldy parish as to the use of the poorhouse; improvement if it were offered more frequently, 8625–8642—— Approval of judicious out-door relief in the case of widows with large families, 8643——Maintenance and education of the pauper children of Kirkcaldy parish in the poorhouse, the result being generally satisfactory, 8644–8650.

Statement of the annual expenditure of Kirkcaldy parish, and of the average weekly cost of in-door and out-door relief respectively, 8651–8656——Particulars relative to the lunatic poor of Kirkcaldy and other parishes in which witness has been inspector; heavy cost of those in asylums, 8657–8664. 8675–8683——Result of witness's experience in regard to the removal from asylums of non-dangerous pauper lunatics; suggestions for an amended practice, and increased facilities in this respect, 8664–8667. 8837–8852.

Report, 1869—*continued.*

Muir, John. (Analysis of his Evidence)—*continued.*

Terms of appointment of the medical officer in Kirkcaldy; he does not provide medicines, 8668–8674——Very faulty constitution of the Kirkcaldy Board, the parish being partly rural and partly burghal; particulars hereon, 8684–8695——Very unsatisfactory working of the mandate system, which should be abolished or greatly modified, 8688, 8689. 8696–8700. 8704–8707——Suggestion that all parochial boards be constituted on the elective and representative principle, as in burghal parishes, 8696. 8700–8703——Practical administration of Kirkcaldy parish by a committee of the board, 8708–8715.

Advantage if men who desert their families were prosecuted by the procurator fiscal, 8716–8722——Facilities required as to the discovery and prosecution of fathers of illegitimate children, 8723–8726——Application generally of the poorhouse test in Kirkcaldy to mothers of illegitimate children, 8727–8730——Opinion that the poorhouse test does not operate in increasing vagrancy. 8731–8735——Suggestion that vagrancy might be greatly checked by requiring forty-eight hours' residence in any parish as a condition of relief, 8735–8757.

Varying rates in Kirkcaldy upon the different classes of occupants, 8758, 8759——Large deduction necessarily allowed in the case of railways in Kirkcaldy; opinion that an exceptional treatment or assessment of railways should not be allowed, 8760–8778——Suggested abolition of the law of settlement, concurrently with a large extension of the area of chargeability, 8779–8799——Recommended adoption of national rating, with local management; doubt as to wasteful expenditure in such case, 8782–8791. 8809–8818.

Impracticability of assessment with reference to incomes, 8792, 8793——Contemplated apportionment of a national rate by the Board of Supervision according to the population of each district; a deficiency in any rate might be supplied by a local rate, 8796, 8797. 8814–8818. 8825–8836——Suggestions for an amendment of the law of removal with reference to Irish poor, if settlements were abolished, 8800–8808——Doubt as to any great hardship from a national rate in the case of those parishes which have not adopted a legal assessment, 8819–8824.

Disputed questions of settlement arising from the want of a clear definition of the boundaries of parishes, 8853–8861——Suggestion that the boundaries be legalised according to the Ordnance Survey map, 8853. 8862, 8863——Decided objection to a power in parochial boards to relieve the able-bodied, 8863——Proposal for the relief of the able-bodied in times of distress by means of a special fund raised for the occasion, 8863–8870.

Recommended exemption from assessment of all occupiers under 4 *l.*, the owners, however, still to pay their moiety, 8870. 8885–8891——Great difficult of recovery from small occupiers in Kirkcaldy; numerous excusals necessary, 8870–8873——Statement of the practice of the inspector of the Board of Supervision when visiting Kirkcaldy; suggestions made by him, 8874–8882——Expediency of the exemption of small occupiers on the ground that their payment of rates greatly facilitates and induces claims for relief, 8885–8887.

Muir, Robert Sharp, and Andrew Menzies. (Analysis of their Evidence).—(*Mr. Muir.*) Is Chairman of the Parochial Board of the City parish of Glasgow; has been connected with the board for twelve or thirteen years, 2506–2510——System of a committee, with sub-committees, for the management of the poorhouse of the City parish, 2511——Average of 1,400 inmates last year, the house being constructed to hold about 1,600, and being generally pretty full, 2512–2516——Care paid to the classification of the paupers, 2517, 2518. 2612, 2613——Arrangements as to the maintenance and education of a large number of children in the poorhouse, these being kept in a house by themselves, 2519–2521. 2655–2676.

Particulars relative to the course pursued by the parish as to the boarding out in the country, and the education, of a considerable number of orphans and deserted children; exceedingly beneficial results of this system, 2522–2569. 2668–2670——Statement on the subject of the compulsory removal from the Island of Iona of some twenty children boarded out there by the City parish, such removal having been at the instance of the factor of the Duke of Argyle, 2534–2571.

Effect of the poorhouse test in Glasgow City parish in keeping down the number of claimants for relief, 2572, 2573——Total of 3,754 applications for relief in the last half-year of 1868, 271 applications having been refused, and there having been fifteen appeals to the sheriff, who ordered relief in each case, 2574–2577. 2592–2602——Doubt as to the subsequent career of those refused relief; belief that they do not become vagrants, 2578–2581——Very few appeals in witness's parish to the Board of Supervision, 2582–2584.

Grounds for concluding that the sheriff is not a fit person to decide whether persons should be placed on the roll, it being desirable that the matter should rest with the parochial board, 2585–2591. 2603–2605——Frequent visitation of the workhouse; all

Report, 1869—*continued.*

Muir, Robert Sharp, and Andrew Menzies. (Analysis of their Evidence)—*continued.*

complaints by paupers being duly investigated, and there being generally no real ground for complaint, 2606–2611——Total of 147 inmates in the lunatic ward, there being a license for sixty more, 2614, 2615——Fixed scale of dietary according to the regulations of the Board of Supervision, 2616, 2617.

Particulars relative to the working of the different committees or sub-committees by which the poorhouse and the parish business generally is administered, 2618–2656——Total of thirty-three members of the parochial board, of whom twenty-five are elected, the whole constitution of the board being very satisfactory, 2677, 2678——Tendency to a decrease of the rates until last year, when there was an increase, owing to the dulness of trade, 2679, 2680. 2755–2757.

Sundry details in connection with the pauper lunatics of the parish, their cost in the poorhouse and in Gartnavel Asylum respectively, and the satisfactory accommodation and treatment provided for them in the poorhouse, 2682–2731. 2989–2991——Circumstance of the cost in the asylum being about double that in the poorhouse, whilst the lunatics are just as well cared for in the latter place, 2682–2704. 2850–2852——Practice of sending to the asylum only in special cases, or when there is not room in the poorhouse, 2693–2695. 2705–2707. 2716——Opinion that lunatics should be a charge upon the Consolidated Fund, 2712. 2997.

Provision of dispensaries for the out-door poor and indoor poor, the medical men being paid by fixed salary, 2732–2739——Discretion exercised in the matter of medical out-door relief to persons likely to come on the roll, 2740–2742——Absence of complaints about the amount of the poor rate, which is at present 1 *s.* 7 *d.* in the pound, 2743. 2751, 2752——System of deduction of twenty per cent. from the gross rental in levying the rate, 2744–2750.

Total of 3,319 *l.* irrecoverable out of the rates in 1858, the recusants being mostly the occupiers, at 4 *l.* and under, 2753, 2754. 2761. 2784–2789. 2813–2823——Voluntary subscriptions raised for the able-bodied poor during the depression in trade, 2758–2768——Doubtful advantage in empowering the parochial board to relieve the able-bodied, 2762–2783——Danger incurred by exempting from the poor rate houses of 4 *l.* rental, 2788.

Avoidance of much litigation if the settlement by residence were abolished, and if birth settlement were substituted, 2790–2792. 2866–2868——Suggestion that disputed cases of settlement be referred to the Board of Supervision, 2791. 2809, 2810——Objections to a union of the three parishes of Glasgow for purposes of assessment and management, 2793–2807. 2824–2833——Arrangement desirable, if birth settlement were adopted, for meeting cases in which the pauper has spent all his days in labour away from the place of his birth, 2808–2812.

Satisfactory relations between witness's parish and the Board of Supervision, 2834–2836——Disapproval of any extension of power in the central board in respect of the local officials, and their appointment or dismissal, 2836–2841——Impression as to the power of the local board to discharge its medical officers on a month's notice; objection to the dismissal resting with the central board, 2842–2849. 3008–3012——Very limited extent to which relief has been given at Glasgow under the Act of 1845 to casual poor, 2853, 2854.

Refusal of the poorhouse by a large number of applicants, 2856–2858——Conclusion that those who refuse the poorhouse are improper objects of relief; doubt as to their subsequently becoming vagrants, 2858–2863——Very few aged or infirm married couples in the poorhouse, the rule being to give out-door relief to this class, 2864. 2895–2900. 2903, 2904——Several objections to a proposal for assessing means and substance for the poor rate, and for combining the collection with that of the income tax; inequality, unpopularity, and extravagance involved in this plan, 2871–2894——Separation of married couples in the poorhouse of witness's parish, there being, however, facility for communication, 2899–2902.

(*Mr. Menzies.*) Witness is now Chairman of the Glasgow Barony Board, and has been a member of the board for twelve years, 2905, 2906——Objection to the jurisdiction of the sheriff in ordering relief, when refused by the parochial board, 2909——Rule in the Barony parish to offer the poorhouse in cases sent by the sheriff, the house being refused in about one-half of such cases, 2910–2912——Satisfactory constitution and working of the parochial board, save that there is much trouble and expense as regards the election of members, 2913–2919——Beneficial results of the system of boarding out children, as adopted by the parish, 2920–2925. 2964–2976.

Improvement if a committee of each parochial board, or the Board of Supervision were, instead of the sheriff, to decide cases of appeal, 2926, 2927——Doubt as to the expediency of increased power in the central board on the subject of complaints by paupers as to insufficient allowance, 2932–2938——Ungrounded complaints by one Robert Birrell as to his diet and medical treatment in the poorhouse of the Barony parish; goodness of the dietary, 2939–2949.

Concurrence

Report, 1869—*continued.*

Muir, Robert Sharp, and Andrew Menzies. (Analysis of their Evidence)—*continued.*

Concurrence in Mr. Muir's evidence in favour of birth settlement, 2950. 2961, 2962——Doubt as to its being any advantage to combine the three parishes in Glasgow, though some re-arrangement of boundaries is desirable, 2951–2953. 2963——Total of 1 *s.* 4 *d.* in the pound as the present poor rate in the Barony parish, 2954–2957——Decided objection to a discretionary power in the parochial board to relieve the able-bodied, 2958–2960.

Satisfactory relations between witness's board and the Board of Supervision, 2979, 2980——Information relative to the treatment and cost of lunatic paupers in the separate licensed ward of the poorhouse, the expense being about half that of asylum treatment, 2981–2989. 2992–2996.

(*Mr. Muir.*) Suggestion that permanent foreign lunatics in poorhouses be a charge upon the Consolidated Fund, 2996.

(*Mr. Menzies.*) Grounds for suggesting that there should be a discretion in the local authorities to require a progressive increase of notice on the part of any pauper before leaving the poorhouse, 2998-3006——Power of the board of witness's parish to discharge all its medical officers at a month's notice, 3013–3015——Total of three medical men for the poorhouse, there being also an out-door staff with similar salaries and duties, as in the city parish, 3016-3019.

N.

National Rate. Objection to a national rate as obviating local inducement to economy, *Smythe* 289–293. 308. 314. 329——Concurrence of opinion as to the extravagance of administration if there were a national poor rate, *Beattie* 3779, 3780; *Wood* 5212; *Brown* 5678, 5679.

Suggested extension of the area of chargeability to the whole of Scotland, *W. Watson* 1942–1949. 1962–1972. 1977–1983; *Bett* 7106——A national rate might be collected along with the income tax, *Bett* 7107——Proposed combination of parishes and reduction of the number of boards in the administration of a rate spread over all Scotland, the poorhouse being at the same time offered in all cases, *ib.* 7103–7143.

Recommended adoption of national rating, with local management; doubt as to wasteful expenditure in such case, *J. Muir* 8782–8791. 8809–8818——Contemplated apportionment of a national rate by the Board of Supervision according to the population of each district; a deficiency in any rate might be supplied by a local rate, *ib.* 8796, 8797. 8814–8818. 8825–8836——Doubt as to any great hardship from a national rate in the case of those parishes which have not adopted a legal assessment, *ib.* 8819–8824.

Northern Counties (Scotland.) Return of the law expenses, and the management expenses, in Orkney and Shetland, Caithness, Sutherland, and Ross and Cromarty, respectively, in each of the years 1856-68, *App.* 490.

Statement of the progress of expenditure in the five northern counties in the several years 1856-67, *App.* 496——Number and cost of lunatics in each county in particular years since 1858, *ib.*

Notice of Departure from Poorhouses. Grounds for suggesting that there should be a discretion in the local authorities to require a progressive increase of notice on the part of any pauper before leaving the poorhouse, *Menzies* 2968-3006——Concurrence in the suggestion for giving a discretionary power to the governors of poorhouses to require increased notice of departure in the case of paupers who make a practice of going out, *M'Lellan* 3335-3338; *Lees* 4249-4251; *Isdaile* 8313-8315.

Interference with discipline in the barony poorhouse, Glasgow, through the power of paupers to leave at 24 hours' notice; difficulty in applying a remedy, *Beattie* 3806–3817——Expediency of longer notice before paupers can leave the poorhouse, *Lees* 3982, 3983. 4147. 4249–4251——Long notice suggested before inmates should be allowed to leave the poorhouse, *Begg* 4546, 4547——Want of some better check upon the poor leaving the poorhouses for a short time, *Gray* 6692.

Number of Poor. See *Pauperism.*

O.

Oban Poorhouse. Exceedingly beneficial effect of the application of the poorhouse test at Oban, pauperism having been immensely reduced thereby, *Sir J. McNeill* 1549–1553. 1558.

Comment upon the alleged benefits derived from the Oban poorhouse; proof in this case that out-door relief was very improperly given, *Wood* 5089, 5090. 5093, 5094.

Report, 1869—*continued.*

Oban Poorhouse—continued.

Details relative to the very beneficial operation of the poorhouse test in the Lorn combination; important reduction thereby in the pauperism and the expenditure in particular parishes, *Bett* 6890 *et seq.*——Average of 4½ *d.* per day as the cost of maintenance of each indoor pauper, *ib.* 6947-6949——Contented state of the really poor who are in the Oban poorhouse, it being only the undeserving and those unwilling to work who object so much to indoor relief, *ib.* 6950-6961.

There is no classification in the house, *Bett* 6962——Due care taken in the poorhouse of the infirm and sick poor, *ib.* 6975-6979——Few children in the poorhouse; provision made for their education, *ib.* 7007-7010——Occupation at present of only fifty-five billets in the poorhouse, several of the parishes having many out-door paupers, *ib.* 7011 7014.

OUT-DOOR RELIEF:

1. *As to the Control in the matter of Out-door Allowances.*
2. *As to the Amount of the Relief given.*
3. *Abuse in the Expenditure of the Allowances.*
4. *Suggestions for the Restriction or Abolition of Out-door Relief.*
5. *Objections to Out-door Relief being entirely abandoned.*
6. *Opinion in favour of trusting chiefly to Out-door Relief.*

1. *As to the Control in the matter of Out-door Allowances:*

Difficulty experienced by the Board of Supervision in the first instance, in determining what amount of out-door relief was adequate or inadequate, *Smythe* 87. 89——Considerations by which the Board is guided in deciding whether the out-door allowance in any case is sufficient, the poorhouse being a very useful test, *ib.* 105-111. 179-182——Power of the parochial boards to reduce the out-door allowances, without application to the Board of Supervision, *ib.* 117-119——Power of the sheriff to order relief to be given, but not to determine the amount; state of the law on the latter point, *ib.* 635-640——Expediency of central control in the matter of local allowances, *ib.* 729-732——Nature of the local inquiry made on the part of the central board as to the relief given, *ib.* 757-761.

Expediency of the Board of Supervision acting more for the protection of paupers in the matter of their allowances, *W. Watson* 1835, 1856. 1849-1852. 1924-1928. 1935, 1936——Conclusion that the Central Board has practically power to fix the allowances to paupers, *Hay* 2180.

2. *As to the Amount of the Relief given:*

Amount of fluctuation in the allowances from 2 *s.* to 2 *s.* 6 *d.* per week, being a fair allowance for a person who can do a little work, *Smythe* 190-196——In former years the allowances were in many cases perfectly illusory, *ib.* 193——Large increase in the rate of wages adverted to in connection with the large increase of allowances to the poor, *ib.* 403-405——Very little differences between the amount of out-door allowances in Scotland and in the north of England, *ib.* 444, 445. 709, 710——Belief that generally the amount of relief given has been fairly adequate without being excessive, *ib.* 631-634——Very little difference between the amount of allowance or relief in different parts of Scotland, *ib.* 708-711——Sufficiency of 2 *s.* or 2 *s.* 6 *d.* a-week as out-door allowance to individual paupers, these receiving generally some private help in addition, *ib.* 795-798.

Tendency to increase in the amount of average allowance to each pauper; particulars hereon, *Sir J. McNeill* 1262-1268. 1334-1338——Average of 4 *l.* 6 *s.* per head per annum given in out-door relief to paupers in Scotland; sufficiency of this amount, there being generally some assistance from extraneous sources, *ib.* 1730-1734.

Average of 2½ *d.* or 3 *d.* per head per day as the amount of out-door relief in Scotland, *W. Watson* 1912, 1913——Considerable amount of voluntary charity in aid of out-door relief, *Lees* 4206-4208——Evidence in support of the conclusion that more liberality is required as regards the allowances to out-door poor; illustration of this in the parish of Paisley, *R. Watson* 5781-5801. 5806-5808. 5811-5815——Difficulty in accounting for the modes resorted to by the out-door paupers for supplementing the aid received from the rates, *Bett* 6969-6974.

3. *Abuse in the Expenditure of the Allowances:*

Expediency of proper steps being taken by the parish authorities in order to prevent out-door relief being given to people who at once spend the money in drink; doubt as to there being many such cases, *Smythe* 586-594. 645-647——System of out-door relief in money in Glasgow, relief in kind, as formerly given, having been greatly abused, *Beattie* 3606-3617——Abuse also under the present system, much of the money being spent in drink, *ib.* 3614. 3617——Expenditure in drink of a large portion of the out-door allowances in the city parish, Edinburgh, *Lewis* 4726, 4727. 4747-4750——Data for

Report, 1869—*continued.*

Out-door Relief—continued.

3. *Abuse in the Expenditure of the Allowances*—continued.

for concluding that from one-fourth to one-third is directly wasted in drink, *Lewis* 4747–4750.

Instances in Ayr of the allowances being spent in drink, this however not being general, *M'Crindle* 6020. 6067–6070——Great abuse in connection with out-door relief, the money being frequently spent in drink, *Gray* 6486——Absence of abuse in witness's parish in the mode of expenditure of the out-door allowances, none of the money being wasted in drink, *Miller* 7591–7593——Considerable abuse in the expenditure of out-door relief by the recipients, whether they get it in money or in kind, *Mackie* 7685. 7985–7991——Frequent instances of the allowances being spent in drink, *J. Muir* 8622. 8638.

4. *Suggestions for the Restriction or Abolition of Out-door Relief:*

Out-door relief should be confined to persons who have fallen into poverty from no ostensible cause of their own, *Begg* 4474——Exceedingly pernicious effect of the wholesale system of out-door relief; illustrations of this at Edinburgh, *Lewis* 4700 *et seq.*——Exceptional cases to which out-door relief should be confined, in order that the deterrent effect of the poor-house might be much more extensively brought into operation, *M'Crindle* 6019–6032——Small number of poor to whom out-door relief should still be given, *Isdaile* 8308, 8309——Approval of judicious out-door relief in the case of widows with large families, *J. Muir* 8643.

Proposition that parochial boards be debarred by law from giving any indoor relief save to lunatics and permanently disabled persons, whilst there should be no legal out-door relief at all, *Ballingal* 6836–6849——Importance attached to a general application of the poorhouse test, concurrently with an abolition of out-door relief, *Bett* 6990–7000. 7046–7058. 7113–7143.

5. *Objections to Out-door Relief being entirely abandoned:*

Necessity of retaining the practice of out-door allowances under proper restriction, *Gray* 6682——Decided objection to an abolition of out-door relief, the offer of the poor house in all cases involving much cruelty, *Miller* 7289, 7290. 7293. 7300–7303. 7338–7344.

6. *Opinion in favour of trusting chiefly to Out-door Relief:*

Conclusion that an efficiently administered poor law should trust chiefly to out-door relief, *Wood* 5061, 5062.

See also *Appeal. Ayr*, 5. *Classification of Poor. Expenditure. Pauperism. Relief in kind. Starvation. Voluntary System.*

P.

Paisley:

I. *Abbey Parish:*
1. Constitution and Working of the Parochial Board.
2. Amount and Cost of Pauperism.
3. Cost of Management.
4. Operation of the Poorhouse.
5. Other details generally.

II. *Paisley Parish (Burgh Proper):*
1. Amount and Cost of Pauperism.
2. Cost of Management.
3. Able-bodied Poor.
4. Poorhouse.
5. Assessment, Exemptions, Arrears, &c.
6. Other details generally.

III. *Question of combining the two Parishes.*

I. *Abbey Parish:*

1. Constitution and Working of the Parochial Board:

Total of about 400 heritors who are members of the parochial board, whilst there are only twenty elected members, the result being that the board is unworkable, *Lees* 3861–3866. 3872, 3873——Necessity of an amendment of the mandate system, the management being practically in the hands of four persons who hold a great number of proxies, *ib.* 3874–3878. 3888. 3892–3899. 4161. 4165–4167——System of committees by which the business of the board is conducted; evil of the independent action of the committees irrespectively of control by the general board, *ib.* 3879–3994——Circumstance of witness being the only minister on the Abbey parochial board, *ib.* 4168–4170.

Report, 1869—*continued.*

PAISLEY—continued.

I. *Abbey Parish*—continued.

2. Amount and Cost of Pauperism:

Statement of the number of out-door and in-door poor, the number of casuals, and the expense of each class, *Lees* 3834–3845——The pauperism has been nearly stationary since 1860, *ib.* 3846——Increase of charge in respect of the lunatic department of the poorhouse, *ib.* 3852, 3853——Further particulars relative to the number of in-door and out-door poor of the Abbey parish and the cost in different years, *ib.* 4184–4203——Increase of pauperism in the parish since 1845, though there has been no material increase in recent years, *ib.* 4209–4214.

3. Cost of Management:

The expense of management is over 1,000 *l.*, or about one-sixth of the assessment, *Lees* 3833——Large increase in the cost of management whilst the amount of pauperism has continued nearly stationary, such increase being owing to the increased salaries now required to be given to officials, *ib.* 3846–3860. 3867–3871——Little if any room for economy as regards officials' salaries in the parish, *ib.* 4130–4132.

4. Operation of the Poorhouse:

Very beneficial effect of the poorhouse test upon the rates in the Abbey parish, *Lees* 3927–3931——Acceptance of the poorhouse by one third of those to whom it is offered, *ib.* 3930. 4268.

5. Other details generally:

The parish is partly landward and partly burghal, the population being about 30,000, *Lees* 3827–3829——The valuation after deductions is 85,541 *l.*, and the amount allocated for assessment 6,800 *l.*, *ib.* 3830, 3831—— The rate is 11 *d.* upon the landlord, and 1 *s.* 2½ *d.* upon the tenant, *ib.* 3833——Serious expense in respect of illegitimate children, the poorhouse being as a rule offered to the mothers, *ib.* 3920–3923.

Terms of appointment of medical officers in the Abbey parish; supply of medicines by the parish, *Lees* 4229–4238——Liberal provision of medical aid for the poor, *ib.* 4239–4241——Account taken of other sources of income when out-door allowances are given, *ib.* 4271——Very small relief of poor persons by means of mortifications in the parish, *ib.* 4272–4277—— Statement of the amount of rates excused in the Abbey parish in 1868; the late Reform Act has made no difference in this respect, *ib.* 4323–4333.

II. *Paisley Parish* (*Burgh Proper*):

1. Amount and Cost of Pauperism:

Smaller number chargeable in 1868 than in 1847; return hereon showing the annual number relieved, *Brown* 5327–5330——Particulars relative to the applications in Paisley in each year since 1849, one third of the applicants being now Irish, *ib*, 5331–5333. 5337, 5338——Statement of the annual expenditure of the parish since 1845, and the special causes of increase in some years; great increase in recent years owing to the increased cost of provisions, management, &c. *ib*, 5346–5375——Classification of the poor chargeable on the 14th May 1868, together with the average weekly cost in each case, the average of the whole being 3*s.* 11½*d.* per week, *ib*, 5376. 5383, 5384.

Return of the population in each of the years 1845–68, the annual number of registered poor and of casual poor, &c., the number refused relief and the number relieved, by order of the sheriff, *App.* 467——Total applications in each year from 1848 to 1868, *ib.* 468——Return of the annual expenditure since 1845 upon registered poor and casual poor respectively, and of the expenditure under different heads, *ib.*

2. Cost of Management:

Comparative statement of the annual cost of management from May 1863 to May 1861 in the parishes of Edinburgh, St. Cuthbert's, Glasgow, Barony, Govan, and Paisley, showing the gross cost of management and rate per cent. thereof on gross expenditure, *App.* 474——Further comparative statement of the cost of management in the foregoing parishes, showing the average cost per head of registered and casual poor and their dependents, who were chargeable during each year, *ib.*

3. Able-bodied Poor:

Special expenditure upon the able-bodied in times of pressure as in 1855, 1858, 1860, and 1862, *Brown*, 5350–5359——Absence of applications from the able-bodied save in times of distress, *ib.* 5394——Explanation of the course pursued at Paisley in the relief of the able-bodied in 1851 and on several subsequent occasions of great depression in trade, *ib*, 5435, 5436. 5493, 5494——Previously to 1851 relief was given by means of voluntary subscriptions; difficulty in obtaining subscriptions in that year, *ib.* 5435. 5495–5497——Action of the Board on the authority of Sir John McNeill that they had a discretionary

Report, 1869—*continued.*

PAISLEY—continued.

II. *Paisley Parish (Burgh Proper)*—continued.

3. Able-bodied Poor—*continued.*

discretionary power to relieve the able-bodied, *Brown* 5436. 5498——Difficulty on account of the legal decision in 1866 that no such power existed, *ib.* 5436. 5501.

Doubt as to any incentive to strikes if the parochial board had a discretionary power to relieve the able-bodied, *Brown*, 5463–5469; *R. Watson* 5763-5771——Absence of abuse at Paisley in the relief of the able-bodied, *ib.* 5749–5760.

Statement dated June 1858 containing information relative to the steps taken for relieving the families rendered destitute by the depression in trade, the mode of relief, numbers relieved, &c., *App.* 469, 470.

4. Poorhouse:

Acceptance of the poorhouse by 59 per cent. of those to whom it is offered, *Brown* 5339——Particulars relative to the poorhouse accommodation and the additional cost of the paupers in respect of buildings, *ib.* 5381–5385——Total of 418 *l.* a year as the cost of salaries and board of the poorhouse officials, *ib.* 5391, 5392——Absolute necessity of a poorhouse in the parish of Paisley, *ib.* 5393——Very little difficulty experienced as to the discipline of the poorhouse, *ib.* 5396–5405.

5. Assessment, Exemptions, Arrears, &c.:

Adoption in 1849–50 of the system of rental, with classification, as the mode of assessment in Paisley parish; particulars as to such classification, and its satisfactory operation, *Brown* 5502–5513. 5539–5543. 5547–5549. 5561——Total of 49,592 *l.* as the gross rental of Paisley parish in 1846 and of 70,860 *l.* in 1868, *ib.* 5511, 5512——General deduction of twenty per cent. from the rental except in the case of lands, *ib.* 5515–5518——Total of 636 appeals for exemption in 1868, of which number 532 were sustained, *ib.* 5556–5558.

Circumstance of the large number of 3,940 persons, out of a total number of 8,000 having been excused payment in 1868 on the ground of poverty; explanation hereon, *Brown* 5558, 5559. 5575–5617——Facility generally of the means of recovery of arrears in witness's parish; large amount of these adverted to and explained, *ib.* 5571–5575——Explanation relative to the high rates in Paisley, and the higher assessment upon tenants than upon landlords, *R Watson* 5892*–5895.

Statement explanatory of the mode of classification of premises for assessment, *App.* 471——Amount of the cost of collection of assessments for each of the years 1863–67, *ib.*

Statement for the years 1857–58 and 1867–68, showing the assessable rental and the proportions thereof; the heritage and occupancy respectively on which the assessment was actually paid, and the proportions unpaid, *App.* 472.

Statement for each of the years 1845–68 of the gross rent, valuation, assessment imposed, the yearly rates per pound on heritage and occupancy, with the gross amount levied from each, *App.* 473.

6. Other details generally:

There are two parishes in Paisley, the population being about 61,000, and more than half being within the burgh proper, *Brown* 5310–5313——The character of the trade has greatly varied since 1842, and the condition of the population has much improved since that year, *ib.* 5314–5318——Birthplaces of the population of Paisley parish adverted to, eleven and a half per cent. being Irish born, *ib.* 5319——Average of eight per cent. of illegitimate births in Paisley, the number of illegitimate cases chargeable being about five per cent. of the whole, *ib.* 5320–5323.

Improved condition of the local poor since 1845, there having been a considerable increase in the allowances, *Brown* 5324–5327——Particulars as to the medical staff, their salaries, and the regulations in regard to attendance and supply of medicines, *ib.* 5412–5425——Statement of the way in which applications are dealt with, and of the amount of out-door allowances; illustrations hereon, showing the unduly small allowances given, *R. Watson* 5781–5799. 5806-5808.

III. *Question of combining the two Parishes:*

Economy by a combination of the Abbey and burgh parishes, *Lees* 3986-3990. 4147, 4148. 4314, 4315——Grounds for concluding that a combination of the two parishes in Paisley would not produce economy of management, *Brown* 5659–5669——Doubt as to any economy by combining the two parishes, *R. Watson* 5844–5848.

See also *Able-bodied Poor*, 2. *Assessment*, 6. *Children*, II. 5. *Lunatics*, II. 8, 9.

Panbride (Forfar). Objection by the parochial board to extending the area of assessment to counties, *App.* 460, 461.

Paris. Excellent working of a voluntary association in Paris for the visitation and protection of the poor, *Wood* 5118. 5161.

Report, 1869—*continued.*

Parochial Boards:

1. *Generally as to the present Constitution of Local Boards.*
2. *Suggestions for an Improved Constitution.*
3. *Question of Excluding the Ministers and Members of the Kirk Session as ex-officio Members.*
4. *Question of Increased Jurisdiction in Parochial Boards, and of Freedom from Central Control.*
5. *Proposed Restriction upon Local Administration of Relief.*

1. *Generally as to the present Constitution of Local Boards:*

Varying constitution of the local boards, the central board exercising a supervision in respect of elected members, *Symthe* 29–31——Opinion as to the satisfactory constitution and working of the parochial boards in ordinary country parishes, there being a great difficulty in large parishes partly rural and partly burghal, *ib.* 212 ——Very satisfactory working, on the whole, of the parochial boards, *Sir J. McNeill* 1408——Importance of the power in the central board to name the number of elected members of each local board, *ib.* 1526——Indifference generally of the ratepayers in regard to the election of members, *ib.* 1527——Conclusion as to the sufficiency of the present regulations relative to the representation of tenants at the parochial boards, *ib.* 1689–1699——Respects in which the constitution of parochials boards is unsatisfactory, both in town and country parishes, *W. Watson* 1829–1831. 1864–1867 1958–1960.

2. *Suggestions for an Improved Constitution:*

Modification suggested in the constitution of the parochial boards in parishes which are partly rural and partly burghal, *Smythe* 212–214——Suggestion that elected members of parochial boards should continue members until displaced at a new election, *ib.* 786–789—— Doubt as to the expediency of dispensing with elected members in favour of tenant members who pay high rentals, *ib.* 790–792.

Respects in which the constitution of the parochial boards in the case of large suburban parishes is very defective, and requires amendment, Sir *J. McNeill* 1517. 1520—— Power of the Central Board to issue rules for the election of members of the local boards in burghal parishes and combinations; suggested extension of this power to the case of parishes not burghal or combined, *ib.* 1697, 1698. 1705.

Suggested constitution of the local boards by means of representatives from the different religious congregations in the parish or district; detailed evidence in support of this proposition, and in reply to objections thereto, *W. Watson* 1832, 1833. 1837, 1838. 1868–1896. 1914–1923. 1937–1939. 1950–1953. 1973–1976.

Objection to the principle of *ex officio* representatives at parochial boards in burghal parishes, *Brown* 5657. 5731, 5732——There should be no representation except from ratepayers, *Gray* 6463. 6640; *Brown* 5657. 5731, 5732——All *ex-officio* members should be abolished, *Gray* 6663. 6640; *Mackie* 7852.

Absence of similar objection to the constitution of the boards of burghal parishes, as of rural parishes in combination, *Ballingal* 6781–6783. 6854–6856 —— Improvement if the boards in country parishes were entirely elective and representative, *Mackie* 7851–7857 —— Expediency of owners and occupiers being fairly represented on each board, *ib.* 7853–7857——Suggestion that all parochial boards be constituted on the elective and representative principle as in burghal parishes, *J. Muir* 8696. 8700–8703.

3. *Question of Excluding the Ministers and Members of the Kirk Session as ex-officio Members:*

Evidence favourable, on the whole, to the kirk minister being, *ex officio*, a member of the parochial board, and to the members of the kirk session being also on the board, *Smythe* 216–239—— Statement in further approval of the parochial boards comprising the parish minister, and six members of the kirk session; no complaints having arisen, *ib.* 570–582——Approval of the minister being an *ex-officio* member of the parochial board, *Fraser* 1054, 1055——Concurrence in approval of the minister and kirk session being members of the parochial boards, though in some instances this rule may not work well Sir. *J. McNeill* 1408–1420.

Disapproval of members of boards in urban parishes being sent from the kirk sessions, *R. Watson* 5741–5743——Representation from the kirk session should be entirely abolished, *Gray* 6463——Suggested removal of clergymen from parochial boards as actuated too much by benevolent motives, and as not paying rates, *Ballingal* 6828. 6830, 6831. 6836—— The kirk session and clergy should both be excluded from the boards, *ib.* 6836——Decided objection to ministers, as members of the parochial boards, unless they are elected; undue influence of such members in causing too liberal an expenditure, *Bett* 7018–7042.

4. *Question of Increased Jurisdiction in Parochial Boards, and of Freedom from Central Control:*

Statement in favour of the local board having more control over the inspector, and of their being in more direct and frequent communication with the Central Board, *Hay* 2175–2177.

Report, 1869—*continued.*

Parochial Boards—continued.

4. *Question of Increased Jurisdiction in Parochial Boards, &c.*—continued.

2175–2177. 2441–2458——Divided opinion at witness's board upon the question of control by the central board, *M'Lellan* 3282——Injurious effect of the amount of check by the central board upon the parochial boards, *Begg* 4364. 4474.

Expediency of the local boards being less liable to the interference of the Central Board on the inspector in trifling matters, *Gray* 6438. 6445. 6454——Suggestion that the whole management be left in the local boards, subject to appeals to the sheriff and to a Secretary of State for Scotland, *Mackie* 7734-7739. 7981–7983. 8237–8244——Opinion that by giving discretionary powers to the parochial boards the rates might be reduced concurrently with an increase of the allowances to the deserving poor, *ib.* 8234, 8235.

5. *Proposed Restriction upon Local Administration of Relief:*

Opinion that the chief defect of the poor law consists in the discretion given to parochial boards to administer, as benevolently as they please, a legal rate, *Ballingal* 6752–6757, 6836.——Expediency of some method being laid down by law for dispensing the rate, and of parochial boards being definitively restricted in the appropriation of the funds, *ib.* 6754. 6836. 6843-6849——Further objection, generally, to the large benevolent element in local boards, and to the benevolent action of the boards in dispensing a legal and compulsory rate, *ib.* 6781. 6793. 6836.

See also *Able-bodied Poor. Appeal. Dundee*, 1. *Edinburgh. Glasgow*, IV. 1. *Management. Mandates. Ministers* (*Established Church*). *Outdoor Relief. Paisley*, I 1. *Wick.*

Passes (*Travelling Poor*). Objection to a system of passes as a means of entitling poor persons travelling from one place to another to obtain relief, *Sir J. McNeill* 1716.

Pauperism:

Large increase in the number of registered poor in Scotland for some years after 1845 owing to the effect of the Act, and to the shifting of the burden to the ratepayers, *Smythe* 93–100. 147–151. 183——In 1849 the number of registered poor was 106,434, this being the largest number in any year, *ib.* 94. 152——Increased claims for parochial relief whilst witness was secretary to the Board of Supervision, the board, however, having no jurisdiction as to relief except on appeal, *ib.* 391–397——Increase or decrease in the annual number of paupers, accordingly as there is more or less depression in trade, *ib.* 401, 402.

Increase of pauperism generally owing to the discontinuance of voluntary support and of the system of support by relatives, this being an inevitable consequence of the poor law, *Fraser* 955. 964–966——Statistics, and explanations in detail relative to the annual number of paupers of all classes, including casuals and dependants; correct results arrived at by taking the number on a particular day instead of the number throughout the year, *Sir J. McNeill* 1267–1313——Calculation of the annual per-centage of the poor with reference to the population; fractional decrease in 1860–68 as compared with 1850–59, *ib.* 1297–1311.

Probability of pauperism not having increased in proportion to the increase of population, the amount however being still larger than it should be, *Begg* 4450, 4451——Details in support of the calculation that since 1845 the increase of registered paupers has been twenty-seven per cent., and of population only seventeen per cent., *Lewis* 4580. 4661–4670——Conclusion, from the comparison of the returns of the Board of Supervision for 1845 and for 1868, that there is a marked increase in the various departments of pauperism, *ib.* 4580–4582——Considerable amount of pauperism subsequently to 1845 owing to the influx of Irish and English labourers on railway works, and to their non-employment in large numbers when the railways were completed, *ib.* 4583, 4584——Great evil of the existing law that pauperism begets pauperism, *ib.* 4585, 4586. 4909.

Further statistics elicited from the returns of 1845 and 1868 as presenting reliable data relative to the state of pauperism previously to and under the system now in operation, and as showing the impetus given to pauperism by the Act of 1845, *Lewis* 4676–4683——Tendency of the poor law to create pauperism, whilst it becomes inefficient whenever there is an unusual strain upon it, *Wood* 5042-5045——Immense increase of pauperism and expenditure since 1845, *ib.* 5048–5050——Great increase of pauperism beyond any increase in the population, *ib.* 5048.

Effect of relieving a person once or twice, that such person becomes a pauper ultimately, *Bett* 6966——Effect of the compulsory system of assessment in increasing the amount of pauperism, *Mackie* 7745, 7746. 7758–7761——Gradual increase in the amount and cost of pauperism under the present law in the parishes where witness has been inspector, *J. Muir* 8567–8572.

Return of the number of registered poor and of casual poor, and of the sums expended on their relief, &c., in each year from 1846 to 1868 inclusive, *App.* 450, 451.

Report, 1869—*continued.*

PAUPERISM—continued.

Table showing the number of registered poor and their dependants, and of casual poor and their dependants receiving relief on 14th May in each year from 1846 to 1859, with the ratio per cent. of such poor to the estimated population, *App.* 452——Similar table for the nine years from 14th May 1860, to 14th May 1868, *ib.*——Conclusion from this table that, excluding the exceptional year ended 14 May 1868, there has been no increase of pauperism in Scotland during the last twenty years, *ib.*——Fractional reduction in the number per cent. of the population receiving relief in the years 1860–68, as compared with the years 1850–59, *ib.*

See also *Ayr*, 2. *Casual Poor. Causes of Pauperism. Children. Claim to Relief. Dependants. Drunkenness. Dundee*, 2. *Dwellings of the Lower Classes. Education. Expenditure. Free Church Secession. Illegitimate Children. Improvidence. Irish Poor. Lunatics. Out-door Relief. Poorhouses. Public Houses. Small Occupiers. Town Parishes. Vagrancy. Voluntary System.*

Pawn Shops. Statement in support of amended regulations on the subject of pawnbroking, this being the cause of much drunkenness and pauperism, *Wood* 5297, 5298.

Permissive Prohibitory Bill (*Public Houses*) Witness is decidedly in favour of the Permissive Prohibitory Bill, *Lewis* 4828, 4829——Approval by witness of a permissive Bill, *Mackie* 7906.

Peterkin, Mr. Grounds of complaint by the Wick board relative to the conduct of Mr. Peterkin, the inspector for the Board of Supervision, when officially visiting the parish; much more satisfactory mode of action of the previous inspector, Mr. Briscoe, *Mackie* 7685-7719——Mode of proceeding and inspection adopted by Mr. Peterkin as visiting inspector when at Dundee; advantage if he were to consult with the parochial board, *Isdaile* 8515-8523.

POORHOUSES:

1. *Extent and character of the Poorhouse Buildings; undue Outlay incurred.*
2. *Suggestions relative to the Location of the Poorhouses.*
3. *Want of improved Classification, and Separation of Inmates.*
4. *Recommended Economy on the Score of Diet, &c.*
5. *Suggested Provision of Work for the Inmates.*
6. *Evidence in approval generally of the Poorhouse System, and in favour of an extended Application of the Poorhouse Test.*
7. *Undeserving character of those who refuse the Poorhouse; question as to their becoming Vagrants.*
8. *Suggestions for an exclusive System of In-door Relief.*
9. *Objections to the Poorhouse System, or to its Adoption exclusively:*
10. *Other details generally.*

1. *Extent and character of the Poorhouse Buildings; undue Outlay incurred:*

Large excess of poor-house accommodation in Scotland, *Smythe* 168–177——Gradual extension of the poorhouse system, there being, however, one-third of Scotland still unprovided, *ib.* 719, 720——Absence of inconvenience from the small size of some of the poorhouses, *ib.* 724–726.

Great mistake in the Board of Supervision having required the erection of poorhouses on an extravagant scale, *Begg* 4545, 4546. 4562, 4563——Expediency of much greater economy in the erection of poorhouses generally; question hereon as to the respective responsibility of the local boards, and of the central board for the excess of expenditure, *Lewis* 4850–4871——Importance of greatly reducing the cost of poorhouse buildings, *Lennox* 6393——Very large outlay in the compulsory provision of poorhouse accommodation in Caithness and Sutherland for use as a test; great excess of such provision, *Mackie* 7773-7776. 7793-7802. 7843.

2. *Suggestions relative to the Location of the Poorhouses:*

Improper distribution or location of the poorhouses, witness suggesting that the Board of Supervision should exercise jurisdiction in this respect, *Fraser* 933–936——Importance of the poorhouses being located in the country with a view to employment upon the land of all who are able to work, *Begg* 4545, 4546. 4552. 4564; *Lewis* 4611, 4612.

3. *Want of Improved Classification, and Separation of Inmates:*

Great inconvenience in parishes generally through the poorhouse buildings being equally divided between males and females, without proper contrivances for a re-division of the accommodation, *Beattie* 3627–3634——Impracticability of proper classification in the poorhouses, unless they were enormously extended; consequent demoralisation, *Wood* 5092. 5094. 5096–5102——Advantage of separating the poorhouses into correction houses and houses for the infirm and honest poor, *ib.* 5101–5105——Tendency to demoralisation through the want of classification, *Gray* 6664–6674——Expediency of proper classification in connection with an extended poorhouse system, *Isdaile* 8316–8319.

Report, 1869—*continued.*

POORHOUSES—continued.

4. *Recommended Economy on the Score of Diet, &c.:*

Necessity of reduction in the expenditure on food, bedding, &c., which should be of the plainest kind, *Lennox* 6393——Expediency also of diminishing the outlay for whisky, tobacco, and other luxuries, *ib.* 6393. 6397, 9398——Concurrence with Mr. Lennox as to the inexpediency of treating the inmates of the poorhouse too liberally on the score of diet, &c., *Gray* 6552. 6555–6559.

5. *Suggested Provision of Work for the Inmates:*

Great evil of the present poorhouse system, there being a great number of in-door paupers perfectly able to work, for whom it is essential that work be provided, *Begg* 4545, 4546. 4550–4564——Advantage in erecting poorhouses where the inmates may be employed in cultivation of the land, *Begg* 4545, 4546. 4552. 4564; *Lewis* 4611, 4612.

6. *Evidence in Approval generally of the Poorhouse System, and in favour of an extended Application of the Poorhouse Test:*

Tendency of the poorhouse system to keep paupers off the rates, *Smythe* 110, 111. 180–182—— Excellent administration of the poorhouses generally, the system being very effectual as a test of pauperism, and a test of the adequacy of relief, *ib.* 169. 179–182—— Opinion as to the valuable operation of poorhouses as a test, even though the number of inmates may be very small and the establishment charges apparently excessive; instance of this in witness's parish, *ib.* 510–524. 718——Removal of ground of complaint in many cases by offer of the poorhouse, *ib.* 733—— Value of the poorhouse as a test, though it is of little use in the way of compelling relatives to assist their friends, *Fraser* 926.

Opinion favourable to a freer use of the poorhouses as a check upon pauperism; illustration of their efficacy as a test, even though they may be nearly empty, *Sir J. McNeill* 1381–1383. 1394, 1395——Expediency of the poorhouse being used judiciously and freely, but not oppressively, *ib.* 1549. 1558. 1564. 1706, 1707——Expense in applying the test of in-door relief, though, on the other hand, the amount of out-door relief is largely reduced thereby, *ib.* 1707——Great value of the poorhouse as a comfortable asylum for the aged and infirm who have no relatives or friends to look after them, and who live in perfect misery; forcible illustration of this in the Highlands, *ib.* 1738–1742——Objection to the poorhouse being used only for those who have no house of their own, *ib.* 1748, 1749—— Application of the poorhouse test when the destitution of any applicant is doubted, *ib.* 1802, 1803——Expediency of requiring the bedridden and helpless to enter the poorhouse, *ib.* 1804——Approval of test houses generally, the outcry against them in particular cases being unreasonable, *ib.* 1805.

Very strong objection of the poor to enter the poorhouse, *W. Watson* 1847——Impracticability of working the law in Dundee but for the poorhouse test, *Hay* 2013. 2050——Greater stringency desirable in the enforcement of the poorhouse system, *ib.* 2037. 2143–2151——Expediency of in-door relief being the rule and out-door relief the exception, as tending greatly to diminish the number of paupers, *ib.* 2143–2151——Expediency of a vigorous application of the poorhouse test, an exception being made in the case of aged couples, &c., *ib.* 2424. 2431, 2432. 2475. 2480.

Effect of the poorhouse test in Glasgow city parish in keeping down the number of claimants for relief, *R. S. Muir* 2572, 2573——Belief that it would be much better for witness's parish if the poorhouse test were more freely applied, *M'Lellan* 3324–3328——Statement as to the expediency and economy of restricting out-door relief in the Barony parish, and of applying the poorhouse test more rigidly but judiciously, *Beatlie* 3491–3502. 3599–3601. 3635–3650.

Absolute necessity of the poorhouse test, it being very desirable that each parish should, if possible, have a poorhouse, *Lees* 3937–3948——Belief that the only effectual remedy for the prevalence of pauperism would be to confine relief to the poorhouse; much hardship would, however, be caused, and witness hesitates to recommend the adoption of this system, *ib.* 4115–4127——Expediency in any case of a more stringent application of the poorhouse test, *ib.* 4128, 4129. 4147. 4153–4158——Statement that the poorhouse should be more frequently applied to adults capable of work, *Brown* 5731. 5733–5735——Absolute necessity of the poorhouse test in some cases, *R. Watson* 5809, 5810.

Expediency of the poorhouse test being brought into much more extensive operation, *M'Crindle* 6019–6032——Recommendation in the report of the Board of Supervision for 1853 relative to the application of the poorhouse test in the Highlands, *Miller* 7593——Conclusions favourable to a very stringent and almost universal application of the poorhouse test, *Isdaile* 8306–8312——Value of an increased poorhouse test as a check upon the growing expenditure, *ib.* 8371——Expediency of a more stringent use of the poorhouse in order to check the abuse of out-door relief, *J. Muir* 8623–8643.

7. *Undeserving character of those who refuse the Poorhouse; question as to their becoming Vagrants.*

Opinion that the poorhouses have not increased the total amount of vagrancy, *Sir J. McNeill* 1393–1400. 1563. 1750–1756——Undeserving character of those who on being

Report, 1869—*continued.*

POORHOUSES—continued.

7. *Undeserving character of those who refuse the Poorhouse, &c.*—continued.

offered the indoor relief refuse to accept it, many of them being probably tramps, *Hay* 2208-2222. 2014-2018. 2152-2154——Doubt as to the subsequent career of those refused relief, belief that they do not become vagrants, *R. S. Muir* 2578-2581——Refusal of the poorhouse by a large number of applicants in Glasgow, *ib.* 2856-2858——Conclusion that those who refuse the poorhouse are improper objects of relief, doubt as to their becoming vagrants, *ib.* 2858-2863.

Refusal of the poorhouse, not by those who are starving, but by those who prefer out-door relief, *M'Lellan* 3328——Doubt as to the poorhouse test being one of the causes of increase of vagrancy, *ib.* 3329-3334——Conclusion that those refusing the poorhouse are undeserving of relief, and that they subsequently maintain themselves without becoming vagrants, *Beattie* 3470-3481——Increase of vagrancy in the country districts adverted to as partly owing to the operation of the poorhouses, *Lees* 3931-3936——Belief as to the slight effect of the poorhouse test in increasing vagrancy, *ib.* 4156-4158.

Resort to vagrancy or to work of many of those who refuse the poorhouse, *Wood* 5109, 5110——Employment obtained by the great majority of those refusing the Paisley poorhouse, not many of them becoming tramps, *Brown* 5340-5345——Refusal of the poorhouse by many who are only partially disabled, *ib.* 5395——Tendency of the offer of the poorhouse to increase mendicancy, *R. Watson* 5804.

Large numbers now relieved in Ayr, whom the poorhouse test would strike off the roll, many of whom could work whilst many should be supported by their friends, *M'Crindle* 6032-6048. 6071-6078——Belief that the application of the poorhouse test has not been the cause of an increase of vagrancy, *Bett* 6904. 6963-6968——Effect of the poorhouse test in Wick in causing begging, *Mackie* 7788-7792——Opinion that the poorhouse test does not operate in increasing vagrancy, *J. Muir* 8731-8735.

8. *Suggestions for an exclusive system of Indoor Relief.*

Statement in favour of the poorhouses being used exclusively for lunatics and permanently disabled poor, whilst there should be no legal out-door relief, *Ballingal* 6836-6849 Contemplated offer of the poorhouse test to the deserving poor, *ib.* 6836.

Recommendation that it be made compulsory upon parochial boards to apply the poorhouse test in all cases, *Bett* 6990-7000. 7046-7058. 7113-7143——Argument as regards the poorhouse test, that the individual feeling of the poor should give way to the general good, *ib.* 7052-7058. 7122-7133.

9. *Objections to the Poorhouse System, or to its Adoption exclusively.*

There were only three poorhouses before the Act of 1845, and these were never used as a test, *Wood* 5032-5038——Very limited use to be made of the poorhouse test under an efficient system, *ib.* 5061, 5062——Witness in fact disapproves entirely of the poorhouse system, *ib.* 5061——Belief that the poorhouse system has a most demoralising effect and greatly aggravates the evil of pauperism; grounds for this conclusion, *ib.* 5088, *et seq.*——Circumstance of there having been only three poorhouses in 1845, although the erection of such places had for many years been directed by the State, *ib.* 5107, 5108.

Great expense and hardship of a system of indoor relief exclusively, *R Watson* 5904 Stringent and harsh application of the poorhouse test; instances of this, *Mackie* 7774-7782——Unconquerable aversion of the poor to enter the house, *ib.* 7774, 7775——Doubt as to the poorhouse test having any beneficial effect upon the rates, whilst it has a bad moral effect as enhancing vagrancy and begging, *ib.* 7781-7792. 7805-7812——Belief as to the bad moral effect of the poorhouse test, *ib.* 7788-7792——Strong objection to an offer of the poorhouse in all cases; positive cruelty thereby, *Miller* 7289, 7290. 7293. 7300, 7301. 7303. 7338-7344.

10. *Other details generally.*

Provisions of the Act of 1845 relative to the amount of debt to be incurred in the erection of poorhouses, and the repayment of such debt, *Smythe* 178——Certain cases in which the central board would conclude that the offer of the poorhouse was not an offer of adequate relief, *ib.* 503-509——Belief as to the efficient management of the poorhouses, and as to their being but few complaints, *ib.* 552——Sense in which the powers of the board are absolute as regards the poorhouses, *ib.* 694-697——Stringent and uniform discipline in the poorhouses, *ib.* 698-700——Doubt as to the expediency of making poorhouses compulsory, *ib.* 721, 722.

Regulation as to the combination of contiguous parishes for poorhouse purposes, *Smythe* 723——Increased cost per head where the number of inmates is small, *ib.* 738, 739——Practice of the Board of Supervision not to regard the poorhouse as a compulsory test in all cases; illustration hereon, *Fraser* 928-932——Advantage in the provision of poorhouses being voluntary rather than compulsory, *Sir J. McNeill* 1384——Advantage of facilities for the relatives of paupers to visit them in the poorhouse, *ib.* 1559, 1560——

Doubt

Report, 1869—*continued.*

POORHOUSES—continued.

10. *Other details generally*—continued.

Doubt as to the expediency of a compulsory power in the central board with reference to the use and size of poorhouses for combined parishes, *Sir J. McNeill* 1713.

Instances of improper use of the poorhouse, some further check being required, *Lennox* 6405–6409——Check through the Board of Supervision upon improper applications of the poorhouse test, *Miller* 7288.

Return of the expenditure of parishes having poorhouses in 1854–1858, showing the amount of increase in each case, *App.* 489.

See also *Aberdeen. Aged Couples. Children. Classification of Poor. Dundee*, 3. *Edinburgh. Illegitimate Children. Kilmore and Kilbride. Kyle Union. Lorn Combination. Married Couples. Notice of Departure from Poorhouses. Oban Poorhouse. Paisley*, I. 4, II. 4. *Starvation. Tobermory Poorhouse. Wick. Workhouses.*

Prevention of Pauperism. Expediency of prevention as well as cure being the object of the poor law, *Wood* 5143——*See* also *Causes of Pauperism.*

Provident Societies. Great difficulty in requiring the working classes to accumulate a provident fund for their old age, *Sir J. McNeill* 1406, 1407——Importance of provident and benefit socities as a check to pauperism; suggestion that employers might be required to compel their workmen to join such societies, *Wood* 5298–5302.

Proxies. See *Mandates.*

Public Health Act. Explanation as to the Board of Supervision having been entrusted with certain duties under the Public Health Bill, *Smythe* 686–688.

Public Houses. Rule generally that where there are many public houses the poor-rate is high, and *vice versâ*, *Begg* 4495–4498——Beneficial operation of Forbes Mackenzie's Act, its value being still greater if means were adopted for the shutting up of shebeens, *ib.* 4568.

Total of about 840 public houses in Edinburgh, there being an unduly large proportion in the poorer neighbourhoods, and the licensing system urgently requiring correction, *Lewis* 4643–4653——Increase of expenditure on pauperism in those parishes where there are increased facilities for drink, *ib.* 4653–4658——Expediency of restricting the accommodation as well as the number of licensed houses, *ib.* 4768–4779——Witness would like to see the sale of drink prohibited altogether, *ib.* 4788. 4806.

Importance of improving the character of public houses rather than of limiting their number as only leading to the establishment of shebeens, *Wood* 5280——Increase of pauperism and crime whenever there is an increased number of public houses, *Mackie* 7904. 7951, 7952——Suggestion that the number of houses be limited with reference to the population; how the licences might be granted in such cases, *ib.* 7907–7909. 7931–7933. 7941–7955.

Statement of parishes in the south of Scotland, with and without public houses, in 1864, showing the much larger amount of pauperism and expenditure in the former case, *App.* 465.

See also *Drunkenness. Golspie. Gottenburg. Liberton. Licensing System. Permissive Prohibitory Bill. Shebeens.*

R.

Ragged Schools. Beneficial effect of ragged schools with reference to pauperism; question hereon as to their exemption from poor rates, *Mackie* 8126–8157.

Railways (*Assessment*). Comment upon the practice as to deduction and classification in the case of railways, *Hay* 2374–2378——Composition made with the railways in Paisley, there being a deduction of about 26 per cent., in addition to the allowance made by the public valuator; very similar deduction previously to the Act of 1867, *Brown* 5519–5537——Hardship in some parishes by reason of the large deductions claimed by railways, a uniform deduction being very desirable, *Isdaile* 8559–8563——Large deduction necessarily allowed in the case of railways, in Kirkcaldy; opinion that an exceptional treatment or assessment of railways should not be allowed, *J. Muir* 8760–8778.

Rate-in-aid. Suggestions for a rate-in-aid, when the rate of any parish arrives at 2 *s.*, or some such amount, *R. Watson* 5837–5843——The rate-in-aid might fall on the county, or on all Scotland, *ib.* 5838, 5839.

Ratepaying Clauses (*Reform Act*). Large reduction in Dundee in the number of male applicants for relief since the operation of the ratepaying clauses of the Reform Act; objection

Report, 1869—*continued.*

Ratepaying Clauses (*Reform Act*)—continued.

objection to these clauses, *Hay* 2328–2332——Important effect in Wick of the ratepaying clauses of the Reform Act, *Mackie* 8244–8250——Effect of the ratepaying clauses of the late Reform Act at Dundee, in greatly reducing the proportion of male applications for excusal of payment, *Isdaile* 8298–8303.

Re-appointment of Committee. Recommended re-appointment of the Committee at the commencement of next Session, in order to continue their inquiry, *Rep.* iii.

Relatives of Paupers (*Liability for Support*):

Statement as to the Act having had the effect of bringing many people on the parish who under the old system were supported by their relatives; other causes, irrespectively of the Act, which have also led to this result, *Smythe* 183. 364, 365—— Numerous instances adduced in proof of the statement that persons able to support themselves frequently get upon the roll, and also persons who have relatives able to support them, and bound under the law to do so, *Fraser* 884–893——Frequent neglect of poor parents by children who might well contribute to their support, *ib.* 884. 887. 889, 890——Entire inefficacy of the present remedy at law, in regard to the support of poor persons by their relatives, *ib.* 892, 893.

Suggested amendment of the law as to the non-liability of all in the collateral line to support their relatives, *Fraser* 893. 1178, 1179——Proposed abolition of the defence of inability to pay, in cases of prosecution by the parochial board, against relatives liable in law, *ib.* 893. 1178, 1179.——Considerations as to the expediency of making public the neglect of poor persons by their relatives, in order to shame the latter to contribute, *ib.* 1150–1160. 1167——Reluctance of relations to allow their friends to go into the poor-house, *Sir J. Mc Neill* 1561, 1562——Approval of some extension of the liability of collaterals to provide for their relatives, *ib.* 1722, 1723——Numerous instances of the omission of collaterals to contribute towards the relief of their relatives, *ib.* 1722, 1723.

Obstacles to the recovery of contributions from the relations of paupers, *Hay* 2492–2494——Facilities required for compelling men to support their parents; such support should be made a common debt, *Lees* 3962–3964. 4147——Less support of poor people by their friends and relatives than under the former system, *Lewis* 4693, 4694—— Limited effect of the poor-house test as a means of inducing relatives to come forward with funds, *Wood* 5111–5114——Conclusion that the state of pauperism in Paisley does not prove any increased indisposition in the lower classes to support their poor relatives, *Brown* 5552–5555.

Suggestions for enforcing much more strictly the liability of relatives of the poor, *M'Crindle* 6034–6037. 6043–6047——Approval on the whole of extending the liability in the collateral line, and of enforcing aid from brothers, *ib.* 6061–6065——Improvement required as regards recovery from paupers' relatives, *Gray* 6536——It is questionable whether the obligation of supporting relatives should be extended to collaterals, *ib.* 6535.

Statement in favour of all relief given being held as a common debt recoverable from the relatives, *Miller* 7519. 7555–7563——Objection to brothers being compelled to support their pauper brothers or sisters, *ib.* 7527, 7528——Check upon collision between parents and their children, if the relief given were held as a common debt against the relatives, *ib.* 7585–7590——Suggestion that collateral relatives of paupers be made liable for a share of their support, *Mackie* 7899. 7900, 7901——Advantage if illegitimate sons and daughters were made to contribute to the mother's support, *ib.* 7900, 7901.

Relief in Kind. Frequency of relief in kind; modes in which given, *Smythe* 712–714. 814; *Fraser* 946, 947——Advantage of relief in kind where there is danger of money being misapplied, *Smythe* 715–717——Abuse of the relief, whether given in money or in kind, *Beattie* 3606–3617; *Mackie* 7685. 7985–7991.

Religious Bodies (*Allotment of Paupers*). Proposed constitution of the local boards by means of representatives from the different religious congregations in the parish, *W. Watson* 1832, 1833. 1837, 1838. 1868–1896. 1914–1923. 1937–1939. 1950–1953. 1973–1976—— Suggestions relative to the allotment of the paupers to the religious bodies to which they belong, and the mode of raising and allotting the money required for their support; belief that economy and efficiency would result, *ib.* 1832. 1837. 1870. 1872–1888. 1914–1923. 1945–1947. 1972–1985.

Removal of Poor. Statement of the law and practice in Scotland as to removal of paupers; considerable expense of removals to Ireland, though if these were done away with, there would be the increased expense of maintenance, *Smythe* 740–747——Practice, instead of removing a pauper from one parish to another in Scotland, of charging the cost of maintenance to the parish to which the pauper belongs, *ib.* 741–743.

Hardships involved in the law of removal, so that witness would prefer there were no power of removal in Scotland, or that each case should be decided by the central board, *M'Lellan* 3254. 3279–3284——Great hardship of the law of removal, so that it should be

Report, 1869—*continued.*

Removal of Poor—continued.

be abolished altogether, *Beattie* 3679-3683——Doubt whether the law of removal should be abolished, though it causes frequent hardship, *Lees* 4133-4139——England and Ireland should pay for their own poor in Scotland, or be at the expense of removing them, *ib.* 4146.

Proposed option in the pauper, if long resident in any parish, whether he should remain in such parish or be removed to the place of birth, *Lewis* 4999——Advantage of the poor not being removable after twelve months' residence though they should be chargeable to their proper parishes, *ib.* 5000——Expediency of parochial boards having power to call home their own poor, instead of paying for them in other parishes, *Brown* 5689——Operation of the law of removal in England adverted to in connection with the chargeability of Irish poor and Scotch poor respectively, *ib.* 5723-5728——Cruelty involved in the law of removal, *Ballingal* 6766-6771——Proposed irremovability of paupers after a certain length of residence in any parish, if birth settlement were adopted, *Mackie* 8065-8068. 8107, 8108.

See also *Irish Poor.*

Rental Assessment. See *Assessment.*

Repayment of Relief. Proposal that paupers be bound to repay the cost of their aliment, if ever in a position to do so, *Lennox* 6382——Also that paupers' effects at their deaths should go to recoup the parochial board, *ib.* 6382-6385.

Reports and Returns (*Board of Supervision*). Reference to the returns of the Board of Supervision as not being an accurate representation of the number of paupers, save as regards the number on the 14th May in each year, *Lewis* 4673-4676——Very incomplete and unintelligible character of the reports of the Board of Supervision; illustration of this *Mackie* 7720. 7723-7732.

Rescobie (*Forfar*). Objection by the parochial board to extending the area of assessment to counties, *App.* 460, 461.

Returning Officers (*Election of Parochial Boards*). Adequacy of the check of the central board upon the inspectors when acting as the returning officers at the election of members, *Sir J. McNeill* 1697, 1698. 1705.

Right to Relief. See *Claim to Relief.*

Roll of Paupers. Improvement if the roll of paupers in the Abbey parish, Paisley, were regularly printed and were supplied to each member of the board, *Lees* 3975-3981——Practice in Kilmallie parish of printing and circulating a list of the paupers; advantage if this were compulsory on all parishes, *Miller* 7258. 7279-7282.

Roman Catholics. See *Children*, II. *Creed Registers.*

Ross and Cromarty. Relative proportion of pauperism and cost per head in the county of Ross, and in Scotland generally, *Ballingal* 6812. 6814——Large increase of pauperism in Ross, Cromarty, &c., since 1855, though the application of the poor-house test in more recent years has, on the other hand, led to some diminution, *Mackie* 7757-7764. 7805-7807.

Tabular return showing the population, cost of poor, &c., in Ross and Cromarty, *App.* 480——Statement of the amount of law expenses, and of the cost of management in Ross and Cromarty in each of the years 1856-68, *ib.* 490.

Royal Commission. Unsatisfactory operation of the old law, and inadequate means of obtaining relief, which led to the appointment of the Royal Commission and to the present Poor Law Act, *Smythe* 382-386——Views of Mr. Twisleton as to the insufficiency of the remedies proposed by the other Commissioners, *ib.* 387-390.

S.

Salaries. There is no wasteful expenditure in Scotland in the salaries of officials, *Fraser* 1034——Great excess under the head of "salaries" in England as compared with Scotland, *Sir J. McNeill* 1340-1342——*See* also *Management.*

Sanitary Officers. State of the law as to the relative appointments of sanitary officer and medical officer in any parish, some discretion being desirable, *Fraser* 1096-1099——Suggestions for an enlarged power in the Board of Supervision in sanitary matters, and for the constant action of one or more sanitary inspectors, *Wood* 5227-5237——Opinion that no increase of power is needed as to the removal of nuisances, *R. Watson* 5802.

Self-reliance. Evil of the poor law in so far as it tends to render the working classes less self-reliant, *Smythe* 769-772——Conclusion as to the Act of 1845 having largely and prejudicially operated within that year in removing the self-reliance of the people, and in inducing them to come upon the rates, *Lewis* 4665-4671——Statement in illustration of the effect of the law in breaking down the spirit of self-reliance and independence of the

Report, 1869—*continued.*

Self-reliance—continued.

people, *Lewis* 4694-4700. 4703-4710——Reference to a return showing the progressive increase of appeals in Edinburgh, during the last ten years, for relief from assessment for municipal rates on the plea of poverty; inference therefrom as to the prejudicial effect of the poor law upon the spirit of self-reliance of the people, *ib.* 4695-4700.

SETTLEMENT:

1. *Present state of the Law on the subject of Settlement.*
2. *Evidence in Approval on the whole of the existing Law.*
3. *Conflicting Views on the question of Birth Settlement.*
4. *Effect as regards Litigation.*
5. *Facilities suggested in connection with Settlement by Residence.*
6. *Question of an Abolition of the Law, or of the adoption of various Amendments.*
7. *Proposed Assimilation of the Law in England, Ireland, and Scotland.*
8. *Proposed Liability of Parishes with reference to Length of Residence.*
9. *Question of referring all disputed Cases to the Board of Supervision.*

1. *Present state of the Law on the subject of Settlement:*

Several kinds of settlement in Scotland under the existing law, *Smythe* 244——These are birth settlement, marriage settlement, settlement by parentage, and settlement by residence, *ib.*——Explanation in connection with settlement by residence, five years' continuance residence being necessary, without relief, *ib.* 245-257——Loss of settlement acquired by five years' residence if the person be subsequently more than four years out of the parish, *Beattie* 3671.

2. *Evidence in Approval on the whole of the existing Law:*

Conclusion that the law of settlement by residence has not operated badly, and that the total repeal of the law is not desirable, *Smythe* 258 *et seq.*——Much exaggeration as to the extent to which the law of settlement has led to compulsory change of residence on the part of the poorer classes, *ib.* 259-263——Objection to ratepayers being allowed to apply for relief to any parishes they please, *ib.* 276-281——Doubt as to any serious or extensive grievance having arisen from birth settlements, *ib.* 282-285——Further consideration of the question of abolishing the law of settlement, witness being on the whole in favour of maintaining the law, *ib.* 451-460. 478-492. 617.

Consideration of the operation of the law of settlement in Scotland, and of suggestions for its abolition or modification; conclusion of witness that any alteration would bring with it greater evils than the present law entails, *Fraser* 971-1013——Approval of five years' residence as the basis of settlement, three years having been found too short, *ib.* 974-1008——Decided interest of the towns in maintaining the law, *ib.* 979-984——Further argument that though hardship sometimes arises from the law of settlement, it is not advisable to disturb the law nor to alter the five years' residence, *ib.* 1199-1207.

Inundation of the large towns with paupers if settlement were done away with, *Sir J. McNeill* 1421, 1422——Necessity of each pauper having a legal settlement somewhere, *ib.* 1662-1667. 1670——Objection to an abolition of the law of settlement, as tending to the accumulation of paupers in the towns and in those parishes where they are best treated, *Lees* 4014-4026. 4316-4320——Doubt as to the expediency of any alteration of the law of settlement, *Isdaile* 8398. 8407.

3. *Conflicting Views on the question of Birth Settlement:*

Advantage of a settlement by birth failing other settlements, *Sir J. McNeill* 1662. 1667-1669——Approval of an abolition of all settlements but birth settlements, if the area of chargeability and assessment were extended to the county, *Hay* 2384-2392——Arrangement desirable, if birth settlement were adopted, for meeting cases in which the pauper has spent all his days in labour away from the place of his birth, *R. S. Muir* 2808-2812——Concurrence in Mr. Muir's evidence in favour of birth settlement, *Menzies* 2950. 2961, 2962——Non-objection to the present law of settlement, though if any change be made it should be by the adoption of birth settlement, *M'Lellan* 3251-3261. 3268-3278.

Examination relative to the law of settlement to the effect that it is very cumbrous and expensive in its operation, and that it would be a great improvement if the only settlement were by birth, *Beattie*, 3658-3714. 3721-3723. 3742-3750——Belief that there would not be much inequality of pressure upon town or country by a birth settlement, *ib.* 3662-3669. 3689-3691. 3697-3699. 3744——Evidence in support of the view that the present law of settlement greatly complicates the administration of the poor law, and that the adoption of birth settlement would be an immense advantage, *Begg* 4384 *et seq.*——Doubt as to an undue burden upon rural parishes if birth settlement were adopted, *Lewis* 5002-5007.

Approval of the combination of birth settlement and residence settlement as tending to equalise the burden of pauperism over the entire country, *Brown* 5673. 5687. 5697——Belief

SETTLEMENT—continued.

3. *Conflicting Views on the question of Birth Settlement*—continued.

Belief that a birth settlement exclusively would throw an undue proportion of pauperism on rural parishes, and would be otherwise objectionable, *Brown* 5674 *et seq.*——Improvement upon the present system if there were only birth settlement, or if there were no settlement at all, *Gray* 6559-6566.

Instances of the grievous operation of birth settlements in the Western Highlands, *Ballingal* 6758-6765——Improvement if the law of settlement were abolished altogether, or if there were no birth settlement, *Bett* 7091-7102——Decided objection to the only settlement being by birth, as involving great hardship upon country parishes, *Miller* 7407-7422.

Evidence in support of the conclusion that a simple law of birth settlement would on the whole be fairer than the present law of settlement, whilst it would save great expense in litigation, *Mackie* 8063 *et seq.*——Grounds for concluding that the flow of emigration from the country to towns will gradually cease, and that there will be full employment for the population on the land, *ib.* 8078-8102. 8113-8119——Doubt as to birth settlement being any excessive or paramount hardship to parishes in the Western Highlands, *ib.* 8080. 8113-8123——Great hardship involved in a system of birth settlement exclusively, *Isdaile* 8398, 8399.

4. *Effect as regards Litigation:*

Decreasing amount of litigation consequent upon questions of settlement, *Smythe* 272-275——Great misapprehension and exaggeration on the subject of the legal expenses connected with questions of settlement, *Fraser* 996, 997. 1001, 1002——Complication and litigation involved in any alterations of the law of settlement, whereas the law is now pretty well understood, *Sir J. McNeill* 1421——Limited evil or expense now arising from litigation in respect of questions of settlement, *ib.* 1644-1646. 1710. 1724, 1725——Expected revival of litigation if the law of settlement be altered, *ib.* 1710. 1724.

Prevention of a great amount of litigation and difficulty if a birth settlement only were adopted, *R. S. Muir* 2790-2792. 2866-2868; *Begg* 4396-4399. 4402; *Lewis* 4997-5001——Conflicting decisions under the present mode of dealing with disputed cases of settlement, *Beattie* 3702-3707——Arrangement of settlement cases in the Abbey parish without any expensive litigation, *Lees* 4029-4031. 4263——Recommendation that when a parish has given relief to a pauper for six months, it should be bound to retain the case without proceeding against another parish, *Lennox* 6385-6390——Great litigation arising out of the law of settlement; remedies required, *Gray* 9559-9566.

5. *Facilities suggested in connection with Settlement by Residence:*

Approval of facilities for entitling a man to retain a settlement acquired by five years' residence, *Sir J. McNeill* 1663-1666——Objection to a five years' settlement being retained until another settlement by residence is required, *Beattie* 3746-3750——Removal of much hardship as regards settlement if a residential settlement once gained were not lost till another had been gained, *R. Watson* 5846-5851——Concurrence in the view that when once a settlement has been acquired, it should not be lost till another has been gained, *M'Crindle* 6158-6162; *Gray* 6559; *Bett* 7097——Expediency, in justice to country parishes, of all large towns being considered as one parish for purposes of settlement, and of a residential settlement not being lost till another is acquired, *Miller* 7391-7406.

6. *Question of an Abolition of the Law or of the adoption of various Amendments:*

Approval of the abolition of the law of settlement, together with a uniform administration of relief, *W. Watson* 1940, 1941——Objection to reducing the period of residence required for settlement, though it is desirable to extend the area, *Hay* 2184, 2185——Objection to settlement by one year's residence, or to any residence settlement, *Beattie* 3684-3687. 3721-3723——Objection to a total abolition of settlement, *Begg* 4446, 4447.

Suggested extension of the period of residence from five to seven years: relief thereby as regards Irish poor, *Brown* 5686-5698. 5710-5722——Dissent from Mr. Brown's views in favour of a seven years' settlement, *R. Watson* 5850-5854——Unfairness to the towns and inequality generally if there were no settlement, *ib.* 5854——Facility as to settlement by a combination of town parishes for the purpose, *ib.* 5856-5857.

Great hardship of the present law of settlement in the Western Highlands; amendments suggested, *Ballingal* 6758-6780. 6836. 6850-6853——Suggestion that the period of residence be three years, and that the period of losing the residence settlement should be the same as the period of acquiring it, *ib.* 6759, 6760. 6774, 6775. 6836——Suggested abolition of the law of settlement, concurrently with a large extension of the area of chargeability, *J. Muir* 8779-8799.

Report, 1869—*continued.*

SETTLEMENT—continued.

7. *Proposed Assimilation of the Law in England, Ireland, and Scotland:*

Want of a law of settlement in Ireland as well as in Scotland, *Brown* 5690——Suggested establishment of a reciprocity principle between the unions of England and Ireland and the parishes of Scotland, *Lennox* 6390, 6391——Proposed assimilation of the law in the three countries, *Ballingal* 6836.

8. *Proposed Liability of Parishes with reference to Length of Residence:*

Suggestion that different parishes be required to contribute towards the maintenance of any pauper according to his residence therein, *Ballingal* 6772, 6773. 6780.

9. *Question of referring all disputed Cases to the Board of Supervision:*

Advantage if the Board of Supervision were to deal with and decide all disputed questions of settlement, which now cause so much expense: use now made of the Board in this direction, *Smythe* 482-492. 537-539——Objection to disputed questions of settlement being decided by the Board, *Fraser* 1129-1137——Doubt whether it would be any improvement if all settlement questions were dealt with and decided by the Board of Supervision, *Sir J. McNeill* 1647-1651——Concurrence in a suggestion that the consent of the central board should be necessary before any disputed case of settlement is carried into court, *ib.* 1726.

Improvement if the Board of Supervision, or a department of the Board, were empowered to decide all questions of settlement, *Hay* 2174. 2179, 2180——Concurrence in the suggestion that disputed cases of settlement be referred to the Board of Supervision, *R. S. Muir* 2791. 2809, 2810; *Begg* 4400, 4401. 4432; *Brown* 5699-5708. 5731; *M'Crindle* 6167, 6168; *Lennox* 6381, 6382; *Gray* 6455-6459; *Bett* 7086-7090; *Isdaile* 8494——Suggestions for the hearing and adjustment of cases of settlement by the Board of Supervision, and for the reconstruction of the Board for the purpose, *M'Lellan* 3384-3397——Expediency of all question of settlements being decided by some special judicial officer or by the Board of Supervision, *Lees* 4032-4041. 4148. 4256. 4261, 4262——Suggestion that all cases of disputed settlement be referred to a paid arbiter, who might be a member of the Board of Supervision, *Miller* 7593.

See also *Area of Chargeability. Boundaries of Parishes. Irish Poor. Removal of Poor.*

Shebeens. Limited effect of the Forbes Mackenzie Act upon drunkenness in Edinburgh, whilst it has led to a large increase of shebeens and night-houses: immense evil of these places, *Lewis* 4780 *et seq.*——Argument that if the number of licensed houses were reduced there would be a reduction also in the shebeens, *ib.* 4784-4789. 4794-4802. 4830-4836——Suggestions for the effectual prevention of shebeens concurrently with an amended licensing system, *ib.* 4803-4805. 4814-4828——Efficient control over the establishment of shebeens in the country but not in the town, *ib.* 4814——Very little abuse at Paisley from shebeens, *R. Watson* 5902, 5903.

Sheriff, Jurisdiction of. See *Appeal*, I.

Sheriffs (*Board of Supervision*). See *Board of Supervision.*

Shetland. Information relative to the farmer system of "quartering" the poor in Shetland, and the condition of the poor under this system; very heavy rates since the poor have been thrown upon the parishes, *Smythe* 55-74——Very unsatisfactory state of things in Shetland, pauperism and poor rates having greatly increased since 1845; opinion that the only remedy is in the provision of poorhouses, *Fraser* 963-970. 989, 990.

Statement of the amount of law expenses, and of the cost of management in Orkney and Shetland, each of the years 1856-68, *App.* 490.

Sick Poor. Value of the poorhouses as regards the sick poor who have no house to live in, *Smythe* 718. 815, 816.

Skye. Average of 4 *l.* 6*s.* 8 *d.* as the cost of relief per head in 1868, there being a poorhouse in the island, *Ballingal* 6817, 6818.

Table showing the population, pauperism, and cost of poor in the parishes in Skye, also the cost per head, and proportion of poor to the population, as at May 1868, *App.* 480.

Small Occupiers (*Exemption from Poor Rate*). Considerable exemptions in some parishes on the ground of inability to pay, *Sir J. McNeill* 1511, 1512——Advantage of the exemption of small occupiers resting with the parochial boards rather than of extending such exemption by Act of Parliament, *ib.* 1513-1515.

Recommendation that power be given to exempt all occupiers under 5 *l.* rental from assessment for the poor rate, *Hay* 2092, 2093. 2124-2132——Tendency of the payment of rates by the poorer classes to induce applications for relief, *ib.* 2092, 2093. 2333, 2334

Report, 1869—*continued.*

Small Occupiers (*Exemption from Poor Rate*)—continued.

2334——Further evidence in favour of exempting from assessment at Dundee many of the poorer occupiers who now pay, the rate being raised instead on the basis of the income tax, *Hay* 2325-2350——Danger incurred by exempting from the poor rate houses of 4 *l.* rental, *R. S. Muir* 2788——Evidence to the effect that in Glasgow and other cities it would be well to empower the parochial boards to exempt houses of 4 *l.* and under, but that such limit should not apply to country parishes, *M'Lellan* 3192-3207.

Inaccuracy of the view that the assessment of very small houses tends to induce the occupiers to apply for relief, *Beattie* 3796-3798——Tendency to pauperism through those who pay the rate considering they have a claim to relief, *Lees* 4098-4102——Disapproval of the exemption of the smaller occupiers, though every allowance should be made in the case of those struggling to maintain their relatives, *ib.* 4290-4292——Concurrence in the view that a pernicious effect is produced by assessing the very small occupiers, and that an increased exemption of this class is desirable, *Begg* 4499-4509.

Expediency of working men paying rates according to their means, *Brown* 5548-5550. 5595. 5597-5602——Result of witness's experience that the payment of rates by the lower classes has no tendency to make them accept relief, *ib.* 5550. 5598. 5610-5613——Statement in defence of the assessment of the poorer classes, coupled with the practice of exempting those who are really unable to pay, *ib.* 5577-5617——Good moral effect of the payment of rates by the lower classes, *R. Watson* 5904.

Demoralising effect of the rating of the poorer occupiers, many of whom have little hesitation in applying for relief, *M'Crindle* 6009-6012. 6015-6018——Great trouble and expense at Dundee in the collection of the assessment on houses of 5 *l.* and under, large numbers of the small occupiers being excused payment on the ground of poverty, *Isdaile* 8272-8275. 8291-8296——Recommended exemption from assessment of all occupiers under 4 *l.*, the owners, however, still to pay their moiety, *Isdaile* 8275-8297; *J. Muir* 8870. 8885-8891——Fewer applications for relief if the smaller ratepapers did not consider they had a vested right to share in the rates, *Isdaile* 8285, 8286. 8304, 8305——Expediency of the exemption of small occupiers on the ground that their payment of rates greatly facilitates and induces claims for relief, *J. Muir* 8885-8887.

See also *Ratepaying Clauses* (*Reform Act*).

Smythe, William. (Analysis of his Evidence.)—Is a member of the Board of Supervision in Scotland; was formerly Secretary to the Board, from 1845 to 1852: 1-3——Statement of the constitution of the Board, the chairman and two other members being appointed by the Crown, and the rest being members *ex officio*, 4——Great increase in the staff of the Board since witness was Secretary, the Inspectors and other officials having been appointed since 1852: 5-10——Practice of the Board to meet weekly: varying attendance of the different members, 11-20.

Preparation by the Secretary, with the assistance of the Chairman, of an agenda to be considered at each meeting, 21, 22——Power generally of the Board to consider and inquire into the management of the local boards throughout Scotland, 23——Action frequently taken by the Board in consequence of complaints by paupers, or by individual members of parochial boards. 24.

System of report to the Board by officers, termed superintendents of the poor, who visit the parishes and inspect the books, 25-28——Varying constitution of the local boards, the central board exercising a supervision in respect of elected members, 29-31——Necessary appointment by each local board of an inspector, who is bound to obey the orders of the central board, 32, 33.

Necessity of the mode of assessment being approved by the Board of Supervision, it resting with the local board to lay on the assessment, 34, 35——Three modes of assessment under the Act of 1845; 35-37——Explanation of the provision in the second mode of assessment, that one-half the assessment should be imposed upon the inhabitants "according to their means and substance," 36. 38-44.

Details relative to the practice of assessment, or of voluntary contribution, previously to, and at the time of the Poor Law Inquiry Commission: gradual increase in the number of assessed parishes, 44-54——Strong feeling formerly against legal assessments, though there has been a power to assess ever since 1579: 47-51——Absence, formerly, of assessments in the Highland districts: extremely bad state of the Highland parishes in consequence, in regard to the support of the poor, 51-54.

Information relative to the former system of "quartering" the poor in Shetland, and the condition of the poor under this system: very heavy rates since the poor have been thrown upon the parishes, 55-74——Reference to the chief objections raised by Mr. Twisleton, of the Poor Law Inquiry Commission, in connection with the Scotch Poor Law, as having been met by the working of the present Board, 60——Opinion as to no ill effect having been produced in parishes where legal assessments were adopted before the Act of 1845; 75-77.

Report, 1869—*continued.*

Smythe, William. (Analysis of his Evidence)—*continued.*

Exceptional instances of the Board of Supervision having taken proceedings in order to compel parishes to come under assessment, 78-80——Provisions of the Act as to the Board applying to the Court of Session to compel parishes to carry out the law, 81-84——Reluctance, at first, of the localities to adopt assessments, the number of unassessed parishes being, however, now reduced to less than 100; 85, 86——Difficulty experienced by the Board, in the first instance, in determining what amount of out-door relief was inadequate, 87-89.

Inquiry by witness, in 1846, into the state of the Highland parishes, when he found that adequate relief was on the whole provided, 87-92——Large increase in the number of registered poor in Scotland for some years after 1845, owing to the effect of the Act, and to the shifting of the burden to the ratepayers, 93-100. 147-151. 183——Right of claimants for relief to go before the sheriff, if their claims are not acceded to by the inspector, 101, 102——Power of appeal to the Board of Supervision, when the relief given is considered inadequate, the parishes almost invariably increasing the relief if the Board decide to that effect, 103, 104.

Considerations by which the Board is guided in deciding whether the out-door allowance in any case is sufficient, the poor-house being a very useful test, 105-111. 179-182——Tendency of the poor-house system to keep paupers off the rates, 110, 111. 180-182——Difficulty in the application of the poor-law to women with illegitimate children, 112-114——Belief that the poor-law has had no effect in increasing illegitimacy in Scotland, 115, 116——Power of the parochial boards to reduce the out-door allowances, without application to the Board of Supervision, 117-119.

Statement of the number of complaints of inadequate relief adjudicated upon by the Board in each year: large proportion of cases in which the applications have been refused, 120-131——Explanation that the Board acts upon the basis of the absolute right of relief, and independently of assistance from the paupers' relatives, 132-134——Adjudication of the Board upon questions as to the quantum of relief given, the question of the right to relief resting with the sheriff, 135-144——Important improvement since 1845 by requiring questions as to the amount of relief to go before the Board of Supervision, instead of direct to the Court of Session, 141-145.

Better condition of the poor since the Act of 1845, the relief being no longer precarious, 146——Information relative to the system of licensed begging previously to 1845; large number of these beggars included in the statistics of registered poor when the Act came into operation, 146-150——Difficulty in ascertaining the actual number of casual poor in any year, the same person being frequently put down as a casual pauper in different parishes, 153——Definition of the casual poor; able-bodied people are not relieved under this head, 154-158.

Explanation of the large increase of annual expenditure for the poor, the great increase of lunatic poor being one of the chief causes, 159-164. 195-204——Great increase in the expenses of management owing chiefly to the increased salaries of the inspectors, and to the establishment charges of the poor-houses, 165-168——Large excess of poor-house accommodation, 168-177——Excellent administration of the poor-houses generally, the system being very effectual as a test of pauperism and a test of the adequacy of relief, 169. 179-182.

Provisions of the Act of 1845 relative to the amount of debt to be incurred in the erection of poor-houses, and the repayment of such debt, 178——Causes, irrespectively of the Act, which operated in removing the former reluctance of the people to allow their poor relatives to receive relief, 183——Effect of the secession of the Free Church in largely adding to the number of registered poor, 183-187.

Much greater uniformity in the administration of relief through the action of the Board of Supervision, 188-194——Amount of fluctuation in the allowances, from 2*s* to 2*s.* 6*d.* per week being a fair allowance for a person who can do a little work, 190-196——Means of arriving at the valuation in each county upon which the expenditure for the poor falls, 205-211——Satisfactory constitution and working of the parochial boards in rural parishes, 212——Modification suggested in the constitution of the parochial boards in parishes which are partly rural and partly burghal, 212-214.

Evidence favourable on the whole to the kirk minister being, *ex officio*, a member of the parochial board, and to the members of the kirk session being also on the board 216-239——Explanation of the change of practice in dealing with the church door collections and the mortifications, as regards the question of support of the poor, 217-229——Exemption of clergymen from assessment for the poor in respect of their manses and glebes, 240, 241——Exception in the case of Greenock, as regards assessment upon means and substance, 242, 243.

Several kinds of settlement in Scotland, 244——Explanation in connection with settlement by residence, five years' continous residence being necessary, without relief, 245-257——Conclusion that the law of settlement by residence has not operated badly, and that the total repeal of the law is not desirable, 258 *et seq.*——Decreasing amount of litiga-

tion

Report, 1869—*continued.*

Smythe, William. (Analysis of his Evidence)—*continued.*

tion consequent upon questions of settlement, 272–275——Objection to paupers being allowed to apply for relief to any parishes they please, 276–281.

Doubt as to any serious or extensive grievance having arisen from birth settlements, 282–285——Less demand for a law of settlement accordingly as the area of chargeability is enlarged, 287–289——Objection to a national rate, as obviating local inducement to economy, 289–293. 308. 314. 329——Disapproval also of a system of union rating in Scotland, though in England it has been found desirable, 293 *et seq.*——Doubt as to an extension of the area of rating leading to any economy of staff or of expenditure, 294–301. 306, 307. 318–329.

Effect of union rating in leading to uniformity of rates in adjacent parishes; opinion that there is no grievance in the absence of such uniformity, 302–305. 310. 330——Non-objection to half the rates in each parish being paid out of the Consolidated Fund, as there would still remain sufficient inducement to economy, 308–317——Approval of a combination of parochial boards in large places like Glasgow, 319–321——Still further increase of expenditure on the poor but for the system of parish rating, 322–325.

Grounds for the conclusion that it is very undesirable to return to the former system of levying the poor rate on what is termed "means and substance," 331–341.

[Second Examination.]—Witness is not cognisant of any complaints to the Board of Supervision on the subject of mandates, 342, 343——Great improvement in the condition of the lunatic poor since the passing of the Lunacy Act, and the extension of asylums, 345——Practice of boarding out many of the idiotic class, as being much less expensive than asylum treatment, 347——Absence of any provisions relative to the medical relief of the poor previously to the Act of 1845; 348——Statement of the measures taken by the Board of Supervision, and of the practice generally under the Act of 1845, in regard to the supply of medical relief by the parochial boards, 349–363.

Further statement as to the Act having had the effect of bringing many people on the parish who under the old system were supported by their relatives, 364, 365——Doubt whether any satisfactory measure could be adopted in order to make the poorer classes more provident, the poor-house test being the only means of checking improvidence, 366–372——Distinction between the poor law in England and in Scotland as regards the workhouse test and relief to the able-bodied, 373–375——In Scotland no able-bodied person, howsoever destitute, is by law entitled to relief, 373. 628. 657–659.

Probable advantage if no relief, save in the poor-house, were given to the mothers of illegitimate children, 376, 377. 555–557——Question whether there should not be some severer punishment of the fathers of illegitimate children, 378, 379.

Definition in the Act of 1579 as to the persons entitled to relief, such definition comprising all who are infirm and destitute and excepting the able-bodied, 380, 381. 623–629——Unsatisfactory operation of the old law, and inadequate means of obtaining relief, which led to the appointment of the Royal Commission and to the present Poor Law Act, 382–386——Views of Mr. Twisleton as to the insufficiency of the remedies proposed by the other Commissioners, 387–390.

Increased claims for parochial relief whilst witness was secretary to the Board of Supervision, the board however having no jurisdiction as to relief except on appeal, 391–397——Very careful attention always paid by the board to complaints of inadequate relief, 398–400. 437–440——Increase or decrease in the annual number of paupers accordingly as there is more or less depression in trade, 401, 402——Large increase in the rate of wages adverted to in connection with the large increase of allowances to the poor, 403–405——Difficulty in calculating the number of casual poor who appear several times on the parish roll during the year, 406–410.

Information relative to the attendance and the beneficial action of the sheriffs, as members of the Board of Supervision, 411–425. 569——Large correspondence formerly of the Board, whilst there was also a large attendance of the public at the office, 426–430——Harmonious action between the Board and the local authorities, 431–436.

Doubt as to expediency of abolishing the appeal from the parochial boards on questions of insufficient relief; practice in England adverted to hereon, 441–443——Very little differences between the amount of out-door allowances in Scotland and in the north of England, 444, 445. 709, 710——Explanation of the causes which have gradually induced the parishes to come under legal assessment, 446–450. 598, 599. 648–651.

Further consideration of the question of abolishing the law of settlement, witness being, on the whole, in favour of maintaining the law, 451–460. 478–492. 617——Further opinion that an extension of the area of chargeability would not lead to decreased expense, 461. 476. 534——Obstacles to a collection of the poor-rate on the same principle as the income-tax, 462, 463——Conclusion that the Act of 1845 has operated successfully, not only in producing uniformity of system, but in causing the poor to be much better provided for, 465, 466.

Report, 1869—*continued.*

Smythe, William. (Analysis of his Evidence)—*continued.*

Annual increase in the number of dependents; doubt as to this being caused by any increase of improvident marriages in consequence of the Act of 1845; 467-475——Less inducement to economy if the poor were entirely supported by contribution from the Imperial Government, 476, 477——Advantage if the Board of Supervision were to deal with and decide all disputed questions of settlement which now cause so much expense; use now made of the Board in this direction, 482-492. 537-539.

Concurrence in certain views of Sir John McNeill, to the effect that any increase of improvidence since 1845 could not fairly be attributed to the new system, 493-496——Statement showing in the case of Wick parish that the Board of Supervision found it necessary to exercise certain control as to the local administration of relief, 497-507——Certain cases in which the Board would conclude that the offer of the poor-house was not an offer of adequate relief, 503-509.

Opinion as to the valuable operation of poor-houses as a test, even though the number of inmates may be very small, and the establishment charges apparently excessive; instance of this in witness's parish, 510-524. 718——Valuable effect of the poor-house test when applied to mothers of illegitimate children, 523-526——Power under the sixteen section of the Act of 1845 for parishes to combine, the parishes, however, preferring to manage their own affairs, so that combinations have not been effected, save for poor-house purposes, 527-533——Disapproval of union in the case of rural parishes, though probably desirable as regards burghal parishes, 534-536.

Fixed salaries of the medical officers, so that there has been but little variation of expense under this head, 542, 543——Circumstances under which medical officers are sometimes not elected annually, and are liable to dismissal by the Central Board, 544, 545. 559, 560——Satisfactory effect of the system of appeal to the Board of Supervision, instead of to the courts of law in cases of inadequate relief, 546-548——Great difficulty in dealing with vagrancy and mendicancy in rural parishes, some remedy being much required, 549-551. 756. 831, 832.

Belief as to the efficient management of the poor-houses, and as to there being but few complaints, 552——Regulations as to the separation of husbands and wives, and of parents and children in the poor-houses, 553, 554——Absence of power in the Board as to the distribution of church door collections, 558——Improvement if the medical officers generally were more under the jurisdiction of the Board, and were not dismissible by the local authorities, 559-563.

Further information relative to the sittings of the Board of Supervision and the character of the attendance, 564-569——Statement in further approval of the parochial boards comprising the parish minister and six members of the Kirk Session, no complaints having arisen, 570-582——Circumstance of its being no duty of the sheriff to inquire into the character of applicants for relief, 583-586. 641-644——Expediency of proper steps being taken by the parish authorities, in order to prevent out-door relief being given to people who at once spend the money in drink; doubt as to there being many such cases, 586-594. 645-647——Opinion that vagrancy has increased in the country through the steps taken to prevent it in towns, 595, 596.

Evidence on the subject of assessment and classification in different parishes, the Board of Supervision having no power to insist on a classification, though it might be advisable to grant such power, 600-608——Consideration of the effect as regards classification of the measure proposed by the Lord Advocate for making the gross rental the basis of valuation, 609-616——Grievance arising from the frequent return of Irish paupers immediately after removal from Scotland, some remedy being very desirable, 618-622.

Statement as to the Act of 1845 not conferring any new claim to relief; definition of those entitled to relief under the Act, 623-630. 682-684——Belief that generally the amount of relief given has been fairly adequate without being excessive, 631-634——Power of the sheriff to order relief to be given, but not to determine the amount; state of the law on the latter point, 635-640——Conclusion as to the present law and its administration not having led to any general dissatisfaction in the country, 652-656.

Further statement on the subject of the able-bodied having no legal claim to relief; opinion favourable to a discretionary power in the parochial boards to raise money by assessment in order to grant such relief, 657-664. 701-707. 773-775. 748-756——Decided objection to giving the able-bodied a legal right to relief, 666. 748-756——Explanatory statement relative to the effect of the Act of 1845 in regard to the assessment of ministers of the Established Church in respect of their stipends, 665-674——Expediency of the medical officers being placed on the same footing as the inspectors in regard to dismissal, 675-681.

Probable reason for the selection of the sheriffs of Perth, Renfrew, and Ross as *ex-officio* members of the Board of Supervision, 685——Explanation as to the Board having been entrusted with certain duties under the Public Health Bill, 686-688——Distinction between the office of inspector in Scotland and in England; control of the Board of Supervision

Report, 1869—*continued.*

Smythe, William. (Analysis of his Evidence)—*continued.*

Supervision in the former case, 689–692——Instances of inspectors acting for more than one parish, 693——Sense in which the powers of the Board are absolute as regards the poor-houses, 694–697——Stringent and uniform discipline in the poor-houses, 698–700.

Very little difference between the amount of allowance or relief in different parts of Scotland, 708–711——Frequency of relief in kind; modes in which given, 712–714. 814——Advantage of relief in kind, where there is danger of money being misapplied, 715–717.

Value of the poor-houses as regards the sick poor who have no house to live in, 718. 815, 816——Gradual extension of the poor-house system, there being however one-third of Scotland still unprovided, 719, 720——Doubt as to the expediency of making poor-houses compulsory, 721, 722——Regulation as to the combination of contiguous parishes for poor-house purposes, 723——Absence of inconvenience from the small size of some of the poor-houses, 724–726.

Large diminution of late years in the complaints of inadequate relief, 727, 728——Expediency of central control in the matter of local allowances, 729–732——Removal of ground of complaint in many cases by offer of the poor-house, 733——Varying practice as to the sittings of parochial boards, 734–736——Control of the central board over the dietary of the poor-houses, 737——Increased cost per head where the number of inmates is small, 738, 739.

Statement of the law and practice in Scotland as to removal of paupers; considerable expense of removals to Ireland, though if these were done away with there would be the increased expense of maintenance, 740–747——Nature of the local inquiry made on the part of the central board as to the relief given, 757–761——Sufficiency as a rule of the medical relief provided, 762–764——Varying salaries of the medical officers, 765–768.

Evil of the poor-law, in so far as it tends to render the working classes less self-reliant, 769–772——Large increase of paupers on the parochial roll further adverted to, in connection with the Free Church secession and the alteration as to church door collections, 776–778. 799–808——Belief that there has from the first been a harmonious action between the central and local boards, 781–785——Suggestion that elected members of parochial boards should continue members until displaced at a new election, 786–789——Doubt as to the expediency of dispensing with elected members in favour of tenant members who pay high rentals, 790–792.

Unduly large allowances allotted by the Court of Session when appealed to under the old system; very few such appeals, 793, 794—— Sufficiency of 2 *s.* or 2 *s.* 6 *d.* a week as out-door allowance to individual paupers; these receiving generally some private help in addition, 795–798——Increased expenses of management adverted to as counterbalancing the tendency of the poor-houses to keep down the rates, 809–811.

Information relative to the provision of education in connection with parochial relief; the Board of Supervision exercising stringent control on the subject, 817–822——Non-objection to the expense of lunaties and of medical relief being borne by a national fund, or being extended over an enlarged area, 829, 830——Main object of the Poor Law Act to establish the legal claim to relief, the question of legislation for the encouragement of provident habits being a separate question, and a very difficult one, 833, 834.

Social Condition of the People. Admission that much has been done to improve the social habits of the lower classes, and to better the condition of the poor, much more however still remaining to be done in this direction, *Begg* 4452——Further conclusion as to the necessity of elevating the social condition of the people in order to check pauperism, *ib.* 4523. 4525. 4541, 4542. 4572.

Staff (Poorhouses, &c.) See *Management.*

Starvation. Less starvation if the law of 1845 were abolished altogether, *Wood* 5042——Deaths from starvation in London in spite of the poor law, *ib.* 5042. 5073——Belief that people would never die from want if the law were abrogated; instances on the other hand of death from starvation under the law, *ib.* 5073–5084——Belief that no one would starve rather than use the poor-house, *M'Crindle* 6038–6040——Witness has no belief in starvation cases, as the result of a compulsory application of the poor-house, *Bett* 7053.

Stimulants (Medical Relief). Comment upon the large quantity of wine and whisky ordered for paupers by the medical men, *Lewis* 4757–4762——Necessity of the supply of a considerable amount of stimulants in the medical treatment of paupers, *Wood* 5276–5279——Supply of stimulants in Paisley parish adverted to, these being provided by contracts, and the amount being moderate, *Brown* 5426–5435.

Stracathro (Forfar). Objection by the parochial board to extending the area of assessment to counties, *App.* 460, 461.

Report, 1869—*continued.*

Stranraer Poorhouse. Explanations in connection with the unduly large size of the poorhouse at Stranraer for the Rhins of Galloway Combination, *Sir J. McNeill* 1711.

Strikes. Doubt as to a right to give relief to the able-bodied having any effect in encouraging strikes, *Brown* 5463-5469; *R. Watson* 5763-5771.

Superannuation. Feeling at the parochial board of Abbey parish, Paisley, adverse to a system of superannuation of officials, *Lees* 4150-4152——Statement in favour of the superannuation of inspectors and collectors, *Miller* 7536-7547——Approval of retiring allowances for local officials, who should contribute to a fund for the purpose, *Mackie* 7869-7871. 7878.——*See* also *Inspection and Inspectors*, 3.

Superintendents of the Poor. System of report to the Board of Supervision by officers termed superintendents of the poor, who visit the parishes and inspect the books, *Smythe* 25-28—— Beneficial effect of the periodical visits of the superintendent of the poor to the Highland parishes, *Miller* 7593.——*See* also *Peterkin, Mr.*

Sutherlandshire. Statement of the amount of law expenses, and of the cost of management in the county of Sutherland, in each of the years 1856-68, *App.* 490.

Switzerland. Statement relative to the system of poor relief in the Canton de Vaud, in Switzerland; recommendation by a commission that no legal right to relief should be given, *Sir J. McNeill* 1626-1628.

T.

Tealin (*Forfar*). Objection by the parochial board to extending the area of assessment to counties, *App.* 460, 461.

Test of Pauperism. See *Poorhouses. Workhouses.*

Thurso Workhouse. Excessive size and cost of the Thurso combination poorhouse, on account of the requirements of the Board of Supervision, *Mackie* 7794, 7795. 7797.

Tobermory Poorhouse. Large reduction of pauperism and of poor rates in the Ross of Mull, through the use made of Tobermory poorhouse, *Sir J. McNeill* 1554. 1558.

Town Parishes. Reference to a certain memorandum, dated January 1867, as showing that the town parishes are not burdened with paupers in excess of the burden borne by the rural parishes, *Sir J. McNeill* 1339, 1340——Statement as to the towns having a larger proportion of paupers, in reference to population, than the rural parishes have; instance of this in Lanarkshire, *Brown* 5670-5672. 5682, 5683.

Statistics cited in a certain memorandum in refutation of the view that the town parishes are unduly burdened with paupers who ought to be maintained by country parishes, *App.* 454, 455.

Comparative statement between city and urban and rural parishes in the county of Lanark, showing the combined population of each separately, the number of registered poor relieved during the year, and the relative expenditure, *App.* 475.

See also *Area of Assessment. Combination of Parishes. Settlement.*

Twisleton, Mr. Reference to the chief objections raised by Mr. Twisleton, of the Poor Law Inquiry Commission, in connection with the Scotch poor law as having been met by the working of the present board, *Smythe* 60——Views of Mr. Twisleton as to the insufficiency of the remedies proposed by the other Commissioners, *ib.* 387-390——Mr. Twisleton was in favour of a discretionary power to give relief to the able-bodied, *ib.* 390.

U.

Unassessed Parishes. See *Voluntary System. Assessment*, 2. *Condition of the Poor.*

Uniformity. Much greater uniformity in the administration of relief through the action of the Board of Supervision, *Smythe* 188-194——Great value of the Board of Supervision in securing uniformity, *Brown* 5618; *R. Watson* 5774-5779——Approval of the central board as a means of securing uniformity, *Gray* 6453. 6482, 6483, *J. Muir* 8603, 8604.

Union Rating. Disapproval also of a system of union rating in Scotland, though in England it has been found desirable, *Smythe* 293 *et seq.*——Effect of union rating in leading to uniformity of rates in adjacent parishes; opinion that there is no grievance in the absence of such uniformity, *ib.* 302-305. 310. 330.

Report, 1869—*continued.*

V.

VAGRANCY:

Great difficulty in dealing with vagrancy and mendicancy in rural parishes, some remedy being much required, *Smythe* 549-551. 756. 831, 832——Opinion that vagrancy has increased in the country through the steps taken to prevent it in towns, *ib.* 595, 596——Increasing amount of vagrancy in Scotland, there being no effectual provision in the poor law for checking this evil, *Fraser* 1145-1147——Recent issue of a circular by the Board of Supervision on the subject of vagrancy, *ib.* 1145, 1146. 1152, 1153——Increase of vagrancy further adverted to; approval of a suggestion for placing, vagrants directly under the police, *ib.* 1189-1198.

Doubt as to the poorhouses having the effect of increasing vagrancy, or as to there being a general increase of this evil, Sir *J. McNeill* 1393-1400. 1563. 1750-1756——Very unsatisfactory state of the vagrancy laws, *ib.* 1398. 1563. 1715. 1721——Very few honest poor among the large number who refuse the poorhouse, many of them being vagrants or becoming vagrants, *Hay* 2014-2018. 2152-2154. 2208-2222.

Concurrence in the view that no material amount of vagrancy is owing to the poorhouse test, *R. S. Muir* 2578-2581. 2858-2863; *McLellan* 3329-3334; *Beattie* 3470-3481; *Lees* 3931-3936. 4156-4158; *Brown* 5340-5345; *Bett* 6904. 6963-6968; *J. Muir* 8731-8735——Practice of vagrants largely to use the poorhouse in winter, *Beattie* 3477-3479. 3481——Nuisance arising in the Abbey parish, Paisley, from tramps who are frequently relieved in several parishes on the same day, and who deserve some punishment, *Lees* 3910. 3914, 3915—— Suggestion for the punishment of vagrants or tramps, *Lees* 4146, 4147——Necessity of fully considering the vagrancy laws, there being a great excess of vagrancy in many country parishes, *Begg* 4548, 4549.

Tendency of the offer of the poorhouse to increase vagrancy and begging, *R. Watson* 5804; *Machie* 7788-7792. 7805-7812—— Large amount of pauperism owing to vagrancy, many of the vagrants being Irish, *Gray* 6486. 6500-6503——Statement containing details relative to the tinker class of vagrants in Caithness, and their degraded and immoral state; great want of a more stringent vagrancy law for the suppression of this class, *Mackie* 7818-7842——Suggestion that indoor relief only be given to tramps and vagrants, *Isdaile* 8537——Suggestion that vagrancy might be greatly checked by requiring forty-eight hours' residence in any parish as a condition of relief, *J. Muir* 8735-8757. *See* also *Casual Poor.*

Valuation (*Poor Assessment*). Means of arriving at the valuation in each county upon which the expenditure for the poor falls, *Smythe* 205-211——Explanation as to witness not being able to submit a complete statement of the estimated annual value of lands and heritages, Sir *J. McNeill,* 1314-1316——Immense increase in the annual value since 1846, *ib.* 1328——Estimate of 16,443,277 *l.* as the annual value in 1868, *ib.*——The annual value of lands in heritages in 1846 was 9,870,058 *l.*, *ib.*——Increase of population adverted to, such increase being much less than the increase of annual value, *ib.* 1331. 1333.

Discretion of the valuator in each place as to the mode adopted in the rating of mills. *Hay,* 2502, 2503——Grounds for the conclusion that the Valuation Act has operated very defectively in the case of shrubberies, deer forests, &c., *Begg,* 4365-4383——Instances of inequality in the valuation of private residences, and of mills, &c., the houses of noblemen and others being valued extremely low; suggestion that the Government assessor of taxes be employed and that the appeal be to another court than the Commissioners of Supply, *Wood* 5168-5193.

Amount of the estimated annual value of lands and heritages in Scotland in each year since 1845, *App* 453——Statistics of expenditure in each year with reference to the annual value, showing the per-centage expended under different heads, *ib.*

Table showing the annual increase in the assessable value of real property in Scotland as assessed for the property tax from 1847 till 1865, as compared with the increase in the cost of pauperism, *App.* 479——Result of the foregoing table that, while the cost of pauperism has increased 49½ per cent., real property has increased 61 per cent., *ib.*

VOLUNTARY SYSTEM:

Details relative to the former system of voluntary contribution or assessment; its gradual disuse, *Smythe* 44-54. 85, 86. 446-450. 598, 599——Adoption of legal assessment by some parishes, because the proprietors or residents therein did not contribute their due share to a voluntary subscription, *ib.* 598, 599. 648-651——Very inadequate provision made for the poor under the voluntary system of relief, or under the system of legal assessment before the Act of 1845, as compared with the provision made since the Act, Sir *J. McNeill* 1370-1375——Doubt as to the feeling of independence among the poorer classes having been much stronger under the voluntary system than since the Act of 1845, *ib.* 1376-1378.

Report, 1869—*continued.*

VOLUNTARY SYSTEM—continued.

Circumstance of their having been 7,542 persons gratuitously engaged in Scotland in the management of the poor previously to 1845, *Begg* 4355–4363——Belief that the old system of poor administration was better both in principle and practice than the system since 1845, *ib.* 4565——Little if any diminution caused by the Act in the amount of support given to the poorer classes from voluntary or charitable sources, *Lewis* 4685–4692.

Importance of voluntary associations for inquiring into the state of the poor, and for administering aid in deserving cases, so that pauperism may be prevented, *Wood* 5062–5069——Extended and beneficial operation of the voluntary association in Edinburgh with which witness is connected, *ib.* 5063–5068——Tendency of the law to deaden benevolence and to direct it into wrong channels, *ib.* 5082–5084. 5146.

Great advantage of voluntary associations as a means of ensuring thorough investigation before relief is granted; illustrations of this at Edinburgh, Paris, Elberfied and Dresden, *Wood* 5118 *et seq*——Necessary recourse to the voluntary system in this country in times of great distress, *ib.* 5120——Conclusion that an ample number of volunteers would be forthcoming under the extended plan proposed by witness, *ib.* 5121. 5128——Belief as to the poor having been better attended to under the former system in unassessed parishes than under the present system, *ib.* 5123, 5124——Illustration of the efficiency of the investigation by the volunteers at Edinburgh, *ib.* 5125–5127. 5141.

Explanation that witness's plan involves a legal assessment dispensed by voluntary agents; suggestions for the detailed working of the plan, *Wood* 5131–5164——Obstacle to the working of the voluntary system side by side, with a legal poor law, *ib.* 5133–5136. 5146——Proposal that a permissive Act be passed, under which any parish might adopt the voluntary system of administration, subject to supervision, *ib.* 5142. 5153——Belief that if vagrants, drunkards, and the undeserving poor were properly dealt with by law, private charity would perfectly suffice to maintain the deserving poor, *ib.* 5146——Conclusion as to the permanence of the proposed voluntary associations, *ib.* 5164.

Large scope for voluntary and benevolent relief under the system proposed by witness, *Ballingal* 6836——Favourable results of the voluntary system in the parishes of Watten and Bower, in Caithness, as compared with the results of the compulsory system in Wick and Latheron, *Mackie* 7746–7757——Total of ninety-seven parishes which have not yet adopted a legal assessment, *J. Muir* 8822–8824.

See also *Assessment*, 2. *Church-door Collections. Claim to Relief. Condition of the Poor.*

W.

Wages. Large increase in the rate of wages adverted to with reference to the large increase of expenditure for the poor, *Smythe* 159——Effect of the better wages of the artisan class, and their better mode of living, in enhancing prices, and in leading indirectly to the impoverishment of the common labouring classes, *M'Crindle* 5986–6000.

Watson, Richard. (Analysis of his Evidence.)—Has been member of the parochial board of Paisley for ten years; is now chairman of the house committee, 5737, 5738——Concurs generally in the evidence of Mr. Brown, 5739, 5740——Disapproves of members of boards in urban parishes being sent from the Kirk sessions, 5741–5743——Considers that parochial boards should have a discretionary power to relieve the able-bodied, and that no abuse of the power would arise, 5744–5772——Approves of the right of appeal from the parochial board to the sheriff, 5773.

Opinion as to the beneficial working generally of the Board of Supervision, and more especially in creating uniformity, 5774–5779——Considerable improvement in the condition of the poor since the Poor Law Amendment Act, 5780——Evidence in support of the conclusion that more liberality is required as regards the allowances to out-door poor: illustrations of this in the parish of Paisley, 5781–5801. 5806–5808. 5811–5815——Tendency of the offer of the poorhouse to increase mendicancy, 5804——Absolute necessity of the poorhouse test in some cases, 5809, 5810.

Large increase of Irish pauperism in Renfrewshire since 1863, whilst there has been a large decrease of Scotch pauperism, 5816, 5817——Suggestion that in the removal of Irish poor the Scotch parishes be freed from the obligation of sending the paupers from the port in Ireland to the place of their destination, 5818. 5906——Limited abuse experienced in Paisley parish from the return of Irish poor after removal, 5819–5823——Objections to a portion of the cost of the poor being contributed by Government, as only tending to unnecessary expenditure; undue expense of the police adverted to hereon, 5824–5836.

Suggestions for a rate-in-aid when the rate of any parish arrives at 2 *s.* or some such amount, 5837–5843——Doubt as to any economy by combining the two parishes in Paisley,

Report, 1869—*continued.*

Watson, Richard. (Analysis of his Evidence)—*continued.*

Paisley, 5844–5848——Removal of much hardship as regards settlement if a residential settlement once gained were not lost till another had been gained, 5849–5851——Dissent from Mr. Brown's views in favour of a seven years' settlement, 5850–5854——Unfairness to the towns and inequality generally, if there were no settlement, 5854——Facility as to settlement by a combination of town parishes for the purpose, 5856, 5857.

Less economy in administration by an extension of the area of assessment, 5858——Fairness in principle of the means and substance system previously to the Act of 1845, as compared with the system of means and substance allowed by the Act, 5859——Evidence as to the unequal and oppressive working of the assessment upon means and substance, when tried in Glasgow, Paisley, and other places since the Act of 1845; very unfair pressure upon the salaried and working classes as compared with the richer classes, 5859–5873.

Argument opposed to the assessment of feu duties and intetest from heritable bonds, as being no relief to the feuar or mortgagor, 5873-5878——Grounds for the conclusion that the poor rate is, save in the case of land, paid entirely by the "consumer" or occupier, 5878–5884——Dissent from the view that the great mass of the wealthy portion of the community escape from their fair share of the poor rate, 5883–5887.

Objection to the Board of Supervision having the power of appointment or dismissal of medical officers or inspectors, 5888–5892*——Opinion that no increase of power is needed as to the removal of nuisances, 5892*——Explanation relative to the high rates in Paisley, and the higher assessment upon tenants than upon landlords, 5892*-5895——Unavoidable causes from which the pauperism in Paisley chiefly arises, 5896, 5897.

Great exaggeration in a statement that nine-tenths of the pauperism of Scotland is caused by the drinking habits of the people, 5898——Belief that in Paisley not more than one-fourth of the pauperism is traceable to drink, 5898-5901——Very little abuse at Paisley from shebeens, 5902, 5903.

Good moral effect of the payment of rates by the lower classes, 5904——Great expense and hardship of a system of in-door relief exclusively, *ib.*——Want of a more stringent method of getting at the fathers of illegitimate children, 5905——Want also of a speedy amendment of the practice of removal to Ireland, it being now attended with great expense, 5906.

Watson, William. (Analysis of his Evidence.)—Was for thirty-six years sheriff substitute in Aberdeen, and has taken much interest in the administration of the poor law, 1807–1810. 1897-1902——Belief that the poor were as well supported under the old system as under the law of 1845; 1811. 1837. 1841, 1842. 1849——Large reduction in the number of paupers in Aberdeen since the Act of 1845 and the application of the poor-house test, 1812–1816——Construction since 1845 of two large poor-houses in Aberdeen, 1814–1817.

Constant dissatisfaction among the paupers in regard to the amount of their allowance from the parish, the average out-door relief in Aberdeen being only 2 *d.* per day; insufficiency of this amount, 1818, 1819. 1839–1842. 1849–1852. 1907–1911. 1930–1932——Dissatisfaction of the ratepayers of Aberdeen, the rates having increased whilst pauperism has decreased; several causes of such increase, 1819, 1820. 1843–1846. 1881–1883——Statement of witness's practice, as sheriff, in the investigation of applications for relief; weight attached to the medical certificate in each case, 1821–1827——Dissatisfaction of witness in regard to his inability to specify the amount of relief, 1828.

Respects in which the constitution of parochial boards is unsatisfactory, both in town and country parishes, 1829–1831. 1864–1867. 1958–1960——Suggested constitution of the local boards by means of representatives from the different religious congregations in the parish or district; detailed evidence in support of this proposition, and in reply to objections thereto, 1832, 1833. 1837, 1838. 1868–1896. 1914–1923. 1937–1939. 1950–1953. 1973–1976——Suggestions relative to the allotment of the paupers to the religious bodies to which they belong, and the mode of raising and allotting the money required for their support; belief that economy and efficiency would result, 1832. 1837. 1870. 1872–1888. 1914–1923. 1945–1947. 1972–1985.

Varying character of the inspectors, though, on the whole, they are probably as good as should be expected, 1834——Expediency of the Board of Supervision acting more for the protection of paupers in the matter of their allowances, 1835, 1836. 1849–1852. 1924–1928. 1935, 1936——Contemplated abolition of the Board of Supervision if local boards were constituted according to witness's plan, and with extended jurisdiction, 1837, 1838. 1848. 1927–1929. 1937——Undue increase of expense in respect of pauper lunatics; probability, however, of the condition of this class having been much ameliorated through the agency of the Lunacy Board, 1843, 1844. 1853–1863.

Unsatisfactory increase of expense under the head of management, 1843. 1883——

Report, 1869—*continued.*

Watson, William. (Analysis of his Evidence)—*continued.*

Threefold cost of maintenance per head in the poorhouse as compared with the cost per head for out-door relief, 1843. 1845. 1930–1934——Very strong objection of the poor to enter the poorhouse, 1847——Average of 2¼ *d.* or 3 *d.* per head per day as the amount of out-door relief in Scotland, 1912, 1913.

Approval of the abolition of the law of settlement, together with a uniform administration of relief, 1940, 1941. 1978–1981——Contemplated extension of the area of chargeability to all Scotland, settlement being at the same time abolished; way in which the rate might be collected and distributed under this plan, 1942–1949. 1962–1972. 1977–1985——Expediency of mandates being abolished, or being greatly limited as to duration, 1954–1957. 1961——Improvement if the clergyman, as member of the parochial board, were liable to be rated, 1958, 1959.

Doubt as to extravagance resulting from a large extension of the area of charge, if the local superintendence be improved, 1962–1972——Advantage if there were but one parish in Aberdeen for poor law purposes, 1966–1968——Want of classification of the women in the Aberdeen workhouses, 1986–1990——Threefold mode of dealing with pauper children in Aberdeen, one plan being to board them out in the country, 1991, 1992.

Wick. Statement showing in the case of Wick parish that the Board of Supervision found it necessary to exercise certain control as to the local administration of relief, *Smythe* 497–507——Explanation relative to the application of the poorhouse as a test in a certain case in the parish of Wick, *Fraser* 929–932.

Amendment required in the condition of the Wick Board, there being upwards of 200 members, *Mackie* 7850——Salutary working of the board by means of committees, *ib.* 7865. 7873–7877——Practice as to the application of the poorhouse test to mothers with illegitimate children; injurious effect as regards the children, *ib.* 8003–8007——Varying rates of out-door allowances given in the parish, *ib.* 8010. 8014–8016——Belief as to the satisfactory working of the system of supply of medicines by the medical officers, *ib.* 8211–8214——Separate officers employed as collector and inspector; amount of remuneration in each case, *ib.* 8218–8221.

Particular instances of the arbitrary and stringent conduct of the Board of Supervision with reference to the mode of administration of relief by the parochial board of Wick, *Mackie* 7605–7652——Difficulties of the subject of poorhouse accommodation adverted to as further illustrating the arbitrary and tyrannical action of the central board; undue expense imposed upon the Wick ratepayers in the matter, *ib.* 7652–7656. 7680——Strong objection of the Wick board to the poorhouse system, until it was forced upon them, *ib.* 7652. 7656——Arrangement by which Wick has purchased half the Latheron poorhouse, *ib.* 7652. 7797–7802.

Reference to certain returns as showing the parishes to which the paupers in Wick belong; large proportion of the poor who come from other parishes, and chiefly from the country, *Mackie* 7657–7663. 7676–7679——Very careful investigation by the board, personal inquiry being made into the case of each pauper, *ib.* 7865——Several causes to which the pauperism in the parish is attributable, *ib.* 7903.

Correspondence between the Board of Supervision and the Wick Parochial Board in 1868–69, relative to the allowance for relief in the case of the widow of Alexander Sinclair, *App.* 485–488.

Particulars in connection with the poor in Wick parish, natives of other parishes, showing how long each pauper has been in Wick, *App.* 491, 492.

Abstract of the applications for relief in the year 1863, showing where each applicant was born, how long in Wick, &c., *App.* 493, 494.

Abstract of paupers relieved, of the expenditure in law and management, and of the total outlay for each of the years 1859–68. *App.* 494.

See also *Children,* II. 6. *Lunatics,* II. 10. *Peterkin, Mr.*

Wood, Dr. Alexander, M.D., J.P., F.R.S.E. (Analysis of his Evidence.)—Has for many years been connected with institutions for the benefit of the lower classes, and is well conversant with the operation of the poor law system before and since the Act of 1845; 5010–5013. 5017–5020——Belief that the wretchedness of the poor has not decreased under the Act, whilst there has been a great increase of vice, 5014——Much greater room for imposition and extravagance under the system of paid inspectors than under the system before 1845; 5015——Thorough acquaintance of witness with the condition of the poor in Edinburgh, his experience showing that their condition is not only very bad, but is becoming rapidly worse, 5016–5021.

Strong condemnation of the existing poor law in a report prepared by witness as chairman of the acting committee of an association in Edinburgh for the amelioration of the condition of the poor, 5021——Explanation and defence of a passage in the foregoing report to the effect that the principle of the old law was only to aid paupers to support themselves

Report, 1869—*continued.*

Wood, Dr. Alexander, M.D., J.P., F.R.S.E. (Analysis of his Evidence)—*continued.*

themselves whilst the principle of the present law is to give them complete support, irrespectively of any work which they can do, or of any aid from friends, 5023–5040.

Denial that there is any obligation in the State to maintain every one who is in poverty or distress, 5040. 5042——Less dread of starvation and less incentive to temperance and industry owing to the provision available under the poor law, 5040, 5041——Less starvation if the law were abolished, 5042——Admission that a poor law must now be maintained, the object in view being to improve it as much as possible, 5042. 5051——Tendency of the poor law to create pauperism, whilst it becomes inefficient whenever there is an unusual strain upon it, 5042–5045.

Statement showing that there has long been great dissatisfaction in Edinburgh and throughout Scotland relative to the operation of the present law, 5046–5048. 5052–5056——Immense increase of pauperism and expenditure since 1845; 5048–5050——Entire inadequacy of the present check before relief is granted, 5057–5060——Opinion that an efficiently administered poor law should trust chiefly to out-door relief, 5061, 5062——Very limited use to be made of the poorhouse test, under an efficient system, *ib.*

Importance of voluntary associations for inquiring into the state of the poor, and for administering aid in deserving cases, so that pauperism may be prevented, 5062–5069——Extended and beneficial operation of the voluntary association in Edinburgh, with which witness is connected, 5063–5068——Excellent results produced in Elberfield in Saxony through the rates being dispensed by a voluntary association, 5069.

[Second Examination.]—Further argument that the legal claim to relief operates very mischievously in removing the stimulus to work, 5070–5072——Belief that people would never die from want if the law were abrogated; instances on the other hand of death from starvation under the law, 5073–5084——Tendency of the law to deaden benevolence, and to direct it into wrong channels, 5082–5084. 5146.

Concurrence in the report of a Royal Commission upon the English law, in 1850, as to the abortive character of the checks for preventing improper relief, 5085–5087——Belief that the poorhouse system has a most demoralising effect, and greatly aggravated the evil of pauperism; grounds for this conclusion, 5088 *et seq.*——Comment upon the alleged benefits derived from the Oban poorhouse; proof in this case that out-door relief was very improperly given, 5089, 5090. 5093, 5094.

Impracticability of proper classification in the poorhouses, unless they were enormously extended; consequent demoralisation, 5092. 5094. 5096–5102——Advantage of separating the poorhouses into correction houses and houses for the infirm and honest poor, 5101–5105——Circumstance of there having been only three poorhouses in 1845, although the erection of such places had for many years been directed by the State, 5107, 5108——Resort to vagrancy or to work of many of those who refuse the poorhouse, 5109, 5110.

Statement showing the inefficiency of the present inspection, 5110. 5118——Limited effect of the poorhouse test as a means of inducing relatives to come forward with funds, 5111–5114——Belief that the honest poor are not better attended to than under the old system, 5115, 5116——Great advantage of voluntary associations as a means of insuring thorough investigation before relief is granted; illustrations of this at Edinburgh, Paris, Elberfield, and Dresden, 5118 *et seq.*

Further particulars relative to the system at Elberfield, and the action of voluntary agents in the distribution of funds legally assessed; great reduction thereby in the rates, 5118–5121. 5131. 5137, 5138——Excellent working also of a voluntary association in Paris for the visitation and protection of the poor, 5118. 5161——Necessary recourse to the voluntary system in this country in times of great distress, 5120——Conclusion that an ample number of volunteers would be forthcoming under the extended plan proposed by witness, 5121. 5128.

Belief as to the poor having been better attended to under the former system in unassessed parishes than under the present system, 5123, 5124——Illustration of the efficiency of the investigation by the volunteers at Edinburgh, 5125–5127. 5141——Explanation that witness's plan involves a legal assessment dispensed by voluntary agents; suggestions for the detailed working of the plan, 5131–5164——Obstacle to the working of the voluntary system side by side with a legal poor law, 5133–5136. 5146.

Proposal that a permissive Act be passed, under which any parish might adopt the voluntary system of administration, subject to supervision, 5142. 5153——Expediency of prevention as well as cure being the object of the poor law, 5143——Belief that if vagrants, drunkards, and the undeserving poor were properly dealt with by law, private charity would perfectly suffice to maintain the deserving poor, 5146——Conclusion as to the permanence of the proposed voluntary associations, 5164.

Great complaints in Edinburgh and in Mid-Lothian relative to the unequal incidence of the poor assessment; good grounds for such complaint, 5165–5190——Obstacle to a restoration of the assessment on means and substance, 5168——Instances of inequality

Wood, Dr. Alexander, M.D., J.P., F.R.S.E. (Analysis of his Evidence)—*continued.*

in the valuation of private residences and of mills, &c., the houses of noblemen and others being valued extremely low; suggestion hereon that the Government assessor of taxes be employed, and that the appeal be to another court than the Commissioners of Supply, 5168–5193——Objection to the division of towns or cities into parishes for the relief of the poor, 5193, 5194. 5212.

Statement in favour of combining the parishes of Edinburgh for purposes of assessment, there being great inequality and injustice at present, 5194–5212——Tendency of the present system of assessment by parishes to cause the exclusion of the poorer classes from the rural districts, cottages being pulled down by the landowners, and the people being obliged to move into the towns; particulars hereon, 5194. 5211——Very large proportion of the paupers relieved in Edinburgh who have not long been resident there, 5208–5211——Extravagance involved in a national rate, 5212——Expediency of a grouping of rural parishes for the maintenance of the poor, *ib.*

Complaint as to the improper use of mandates in St. Cuthbert's parish, Edinburgh, by the chairman of the parochial board, 5213–5216. 5219. 5222–5224——Improvement as regards the use of mandates in rural and suburban parishes if the boards were constituted as in urban parishes, 5217, 5218——Opinion that mandates are sometimes essential, it being important, however, to classify them into general and special mandates, 5218–5221.

Very efficient working on the whole of the Board of Supervision, owing very much to the efficiency of its chairman, 5225——Suggested enlargement of the powers and action of the Board, more especially in sanitary matters, 5225–5238——Advantage if there were no honorary members at the Board, 5225——Proposal that the proceedings of the Board be conducted in public, *ib.*——Grounds for recommending that the Board be strengthened by the addition of one or more medical members, 5225. 5238——Expediency of the local medical officers not being liable to dismissal, save on the sanction of the central board, 5226, 5227.

Immense effect of drunkenness in producing pauperism, 5239, 5240——Effect in the first instance of the miserable dens of the poorer classes in causing drunkenness and demoralisation, 5240–5242——Recommended compulsory closing of the numerous places in Edinburgh unfit for human habitation; great difficulty and expense in enforcing the existing powers for dealing with these places, 5240. 5242–5275——Details relative to the homes, or rather dens, of the poorer classes in Edinburgh, with their concomitant evils of overcrowding, filth, disease, &c., 5242–5270.

Necessity of the supply of a considerable amount of stimulants in the medical treatment of paupers, 5276–5279——Statement by Dr. Elias Heyman, of Gottenburg, explanatory of the arrangements there adopted for the regulation and restriction of the liquor traffic, by means of a public company formed for the sale of liquor, &c. 5280——Large diminution of drunkennesss in Gottenburg through the operation of the company and the excellence of its regulations, *ib.*——Importance of improving the character of public-houses, rather than of limiting their number, as only leading to the establishment of shebeens, *ib.*——Want of some change in the licensing system, 5281.

Great value of an extended system of education and of industrial instruction, as a check to intemperance and pauperism, 5281. 5290——Suggestions for the compulsory instruction of children neglected by drunken parents, and for compelling the latter to work in the poorhouse, 5282–5290.

Immense evil in the use of the poorhouse as a foundling hospital, 5290. 5293. 5295——Large amount of pauperism and crime owing to the illegitimate children received in the poorhouses, 5290, 5291——Proposal that no relief, in or out of the poorhouse, be given to women with illegitimate children, 5292–5297.

Statement in support of amended regulations on the subject of pawnbroking, this being the cause of much drunkenness and pauperism, 5297, 5298—Great importance of provident and benefit societies as a check to pauperism; suggestion that employers might be required to compel their workmen to join such societies, 5298–5302.

Workhouses. Distinction between England and Scotland as regards the workhouse test, *Smythe* 373–375——Statement as to there being no provision in the Scotch law for a workhouse test, *ib.* 373.

Great importance of applying the workhouse test very stringently, and in requiring work from all who can work, as a condition of relief, *Begg* 4554–4564——Advantage in certain cases if the relief were made to depend on work, *Wood* 5282–5288; *Miller* 7521–7526; *Isdaile* 8544, 8545.

REPORT

FROM THE

SELECT COMMITTEE

ON

POOR RATES ASSESSMENT, &c.;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
22 *June* 1868,
And to be Reprinted, 8 *April* 1869.

342 of 1868.
O.47.

Tuesday, 10*th March* 1868.

Ordered, That a Select Committee be appointed to inquire into the Assessment and Collection of Poor Rates and other Local Rates and Taxes in England and Wales.

Monday, 16*th March* 1868.

Ordered, That the Select Committee on Poor Rates Assessment, &c., do consist of Seventeen Members, viz.:

Mr. Ayrton.	Mr. Floyer.
Mr. Howes.	Mr. Hodgkinson.
Mr. Villiers.	Colonel Hogg.
Mr. Secretary Gathorne Hardy.	Mr. St. Aubyn.
Mr. Goschen.	Mr. Goldney.
Sir Michael Hicks Beach.	Mr. Hibbert.
Mr. Edward Hamilton.	Mr. Powell.
Mr. Kekewich.	Mr. Trevelyan.
Mr. Bright.	

Ordered, That the Committee have power to send for Persons, Papers, and Records.

Ordered, That Five be the Quorum of the Committee.

Tuesday, 17*th March* 1868.

Ordered, That the Select Committee on Poor Rates Assessment, &c., do consist of Nineteen Members: that Mr. Woodd and Mr. Shaw Lefevre be added to the Committee.

Thursday, 19*th March* 1868.

Parochial Assessment Act.—*Ordered*, That the Petition of the Clergy of Nantwich Deanery, for alteration of the mode in which Tithe Rent-charges are assessed to the Poor and Way Rates, be referred to the Committee.

Friday, 20*th March* 1868.

Parochial Assessment Act.—*Ordered*, That the Petition from Penwith, for alteration, be referred to the Committee.

Ordered, That Mr. Howes be discharged from further attendance on the Committee, and that Mr. Paull be added thereto.

Monday, 23*rd March* 1868.

Parochial Assessment Act.—*Ordered*, That the Petition from Yeldham, for alteration, be referred to the Committee.

Monday, 22*nd June* 1868.

Ordered, That the Committee have power to report their Opinion and Observations, together with the Minutes of Evidence taken before them, to the House.

REPORT - - - - - - - - - - - - - p. iii
PROCEEDINGS OF THE COMMITTEE - - - - - - - p. xiv

REPORT.

THE SELECT COMMITTEE appointed "to inquire into the ASSESSMENT and COLLECTION of POOR RATES and other LOCAL RATES and TAXES in *England* and *Wales*;"——HAVE considered the matters to them referred, and have agreed to the following REPORT:—

1. THE general terms in which your Committee have been appointed to inquire into the assessment and collection of local rates and taxes, have rendered it necessary for them to consider in the first place what limits they should prescribe for their inquiry and report.

2. The first operation in local taxation is to ascertain the property which is to be the subject of rating, whether in the hands of an owner or occupier, and the value which is to be set upon it for the computation of a rate. The general principle on which property should be valued has long been settled by the Act of 1837, to be the net annual value of the premises; that is to say, of the rent at which the same might reasonably be expected to let from year to year, free from all usual tenants' rates and taxes and tithe commutation rent-charge, if any, and deducting therefrom the probable annual cost of the repairs, insurance, and other expenses, if any, necessary to maintain them in a state to command such rent; but the application of this principle having for the most part been left in the hands of incompetent or inefficient local officers, the Union Assessment Act was passed in 1862 for the purpose of transferring the duty of making a properly valued roll of property for assessment to the poor rate, to a committee of the Board of Guardians. Many places were, however, exempted from the operation of this measure to meet the views of local authorities who had already obtained for themselves special powers for the purpose, in consequence of the defective state of the general law. The poor rate is, no doubt, directly and indirectly, used as the basis of all local taxation, but the Act being entirely confined to that rate, no provision could well be introduced into it for extending the application of the valuation roll made under it to all other rates. A Bill was consequently introduced into the House in 1867 to establish one uniform valuation roll of property for all purposes of local rating and taxation. This Bill having been referred to a Select Committee, was reported, with amendments, to the House, but owing to the state of public business, was not further proceeded with in the last Session, and has not been introduced again in the present Session. Your Committee have, therefore, deemed it unnecessary to consider this important subject, but they assume that Parliament will, as soon as practicable, pass some measure, which, in their opinion, is much required for the purpose of establishing a common basis for the assessment of local rates and taxes, to secure an accurate account both of all property to be assessed, and of the annual value on which the assessment is to be made, so that the rating shall be equal on all the contributories to local charges to the extent to which they are to be taxed.

3. Intimately connected with this branch of the subject is the exemption of certain classes of property wholly or partially from local taxation. These exemptions have for some time past engaged the attention of the House. The law by which extra-parochial places so long escaped from the local burdens of the poor rate has at length been modified; and by the action of the

Poor Law Board, they may now be incorporated with unions, and made to bear their share of that charge. A Select Committee of the House of Commons, which sat in the year 1858, inquired into several important exemptions from local rates, and presented a Report recommending the discontinuance of them, with some trifling exceptions. A recent decision of the House of Lords in an appeal from a judgment of the Court of Queen's Bench, has determined that the practice which had grown up in the administration of the poor law, of exempting property called charitable, is illegal. Her Majesty's Government have, to some extent, recognised the injustice of Crown property being exempt from local charges, where it forms a considerable part of the assessable property of the parish, by taking a vote in supply of 30,000*l.* a year to enable the Crown to contribute in respect of such property to local burdens. A Bill has also been introduced for the purpose of placing the present exceptional condition of the rating of mines on a more satisfactory footing. The mode of rating railways has also been recently reported upon by the Royal Commission on Railways. Your Committee have deemed it inexpedient on this occasion to enter into an inquiry into the whole subject of special local rating or exemptions from rates.

4. The next branch of the subject is the nature of the authority by which local rates and taxes are imposed upon the owners or occupiers of property. The number and variety of the authorities, of the areas over which they exercise powers of taxation, and of the charges they are entitled to impose, have in recent times been considerably increased and changed in their organisation and character. Instead of a parochial officer collecting one or two rates to be administered by himself, under the supervision of a justice of the peace within his parish, the principal local authorities entitled to make charges by way of rates, are as follows:

Quarter Sessions.
Boards of Guardians.
Town Councils.
Improvement Commissioners.
Boards of Health.
Sewage authorities.
Harbour Boards.
Highway Boards, or Surveyors of Highways.
Vestries and Local Boards.
The Metropolitan Board of Works.
The Commissioners of Police.

To these may be added the Commissioners for assessing the taxes payable into the Public Exchequer, and their district or divisional Boards. Your Committee have not deemed it necessary to inquire into the constitution and powers of these several bodies to impose local charges, or into their relations to one another, nor have they considered how far it may be expedient to reorganise any of them so as to place all the local affairs of a town or district under the administration of one local authority.

5. It is therefore assumed in this Report that there will be a roll of property duly valued for the purpose of rating its owners or occupiers, subject to whatever exemptions or qualifications may be deemed expedient, and defined by law, and that the power of incurring expenditure, to be defrayed by rates upon the owners and occupiers of the property, will continue to be exercised by the existing authorities; and your Committee now proceed to inquire into the best mode of making and collecting the requisite rates.

6. At present, as will be seen by the evidence laid before your Committee, the greatest diversity of procedure exists, both under the general Acts and numerous local Acts now in force. In some places the poor rate is made and collected separately from a borough rate, or other rate; in others it includes one or both of such rates; other rates are in like manner made separately or in combination. In some parishes there are several rate-books, in others but one, with several distinct rates entered in it. Nor is there any certain time for which rates are to be assessed; in some parishes they are made yearly, in others half-yearly, in others three times, and in others quarterly; and rates for different purposes are made at different periods; nor is there any law tending to ensure the several rates being assessed at the same time, or for the same period, in the same parish. The collection of the rates, when made, is also carried on without any uniformity

formity of system; sometimes one collector, in some places, collects several rates in the same district; in other places different collectors are employed to collect the rates separately in the same district. Nor is there any well-defined period or rule for the collection of the rates, for accounting for arrears, or for enforcing their payment. In some places the overseer of the poor collects the poor rates and other rates with them; and in others stipendiary assistant overseers or collectors are employed, and are remunerated either by a commission or a fixed salary.

7. This confused state of things manifestly entails upon the local officers, who have to undertake the duty of making or collecting rates, a great deal of unnecessary trouble and expense, which your Committee think might be obviated by a more comprehensive and complete system.

8. Her Majesty's Government is able to make an estimate of the charges for the public expenditure for an entire year, and it appears from the evidence that in some places, where a complete system has been established, an estimate is in like manner made for the expenditure of the local authorities. Your Committee are of opinion that all local authorities having the power to impose any local charge should be compelled to make an estimate of their expenditure for an entire year, and that the financial year for local expenditure should be uniform, coinciding as nearly as practicable with that for the national expenditure.

9. The amount to be charged upon each parish being thus ascertained at the beginning of the year for every purpose for which local taxation could be imposed, there would be no difficulty in the authority making the charge, delivering to a parochial officer a requisition, stating the amount the parish would be required to raise during the year. The duty would then devolve upon the parochial officer to make such a consolidated rate as would be sufficient to enable him to satisfy all the requisitions he might have received.

10. But as it is extremely desirable that the ratepayers should know the several purposes for which the rate is levied, it would be necessary to show how this consolidated rate is arrived at, by providing that all the requisitions should be set forth as a preface to the rate-book, together with the computed amount of the rate in the pound required to satisfy each requisition. When, however, any special rate might have to be imposed upon some section of the ratepayers, or any other deviation made from the consolidated rate, the distinction would have to be shown in a separate column of the rate-book appropriated for that purpose.

11. The duty of receiving the requisitions and making the rate would necessarily devolve upon the overseer of the poor, according to the existing parochial system; but in many large parishes the functions of the overseer have been transferred by local Acts to committees or Boards of overseers. It may be desirable to extend this special legislation by providing that the number of overseers of the poor shall bear some proportion to the number of inhabitants of a parish, or to make provision for the election or appointment of a special local officer to superintend the rates of a parish or district.

12. The cost and trouble of making numerous rates being thus obviated, your Committee have next considered the best mode of collecting the consolidated rate. For this purpose it would be necessary to provide that the rate should be payable by instalments, and it would much conduce to punctuality of payment if the instalments were made payable on the usual quarter days, so that the collection of each instalment might be completed within the quarter. It cannot be doubted that it would be a great convenience to the ratepayers if they were informed at the commencement of a year of the whole extent of their liabilities for rates for that year; your Committee are therefore of opinion that a demand note should be left with each ratepayer, on the rate being made, stating the amount of the requisitions, the rate in the pound for each purpose, and the period for which the rate is made, the rateable value of the premises, the amount of the rate thereon, and of each payment.

13. To provide for a careful and regular collection of the rates, that duty should be entrusted to one or more paid collectors, who should be allowed a per-centage on the rate collected, or a salary, and should at the same time give adequate security by a recognizance to the Crown to account for the collection, so that there should be but one such officer for each parish or district. They should also be required to discharge the duty of ascertaining all improvements in the condition of the pre-

mises rendering a re-assessment necessary, and into all changes in the ownership and occupation of the premises, and to report thereon, from time to time, to the overseers, or to the authority by whom the assessment roll may be prepared. Upon these reports a supplemental rate could be made as required, so as to charge each ratepayer with his proper quota for any part of the year for which he might be liable. Thus the rate-book would be continually revised, and an accurate register of the improved value of each property and of every change in its occupation would be kept up.

14. It is shown by the evidence of Mr. Sargent, the Secretary of the Commissioners of Assessed Taxes, that if such an arrangement were made there would be no difficulty in entrusting the collecting officer with the collection of the taxes locally imposed by the Commissioners of Assessed Taxes and of the Income Tax. The requisitions, with the schedules to be collected, would be in like manner forwarded to the overseer at the commencement of each year; and as the taxes are payable quarterly, they could be collected at the same time as the local rates; the whole collection within each district being entrusted to one person, the area of collection might be proportionately diminished, whilst the remuneration of the collector would be, relatively to his labours, increased, and he would have ample opportunity of making himself thoroughly acquainted with the circumstances of the ratepayers, and insuring the due payment of the rates, by which the risk of loss would be greatly lessened.

15. To insure the rates and taxes being properly accounted for, as well as collected, it would be necessary to provide by law that all rates and taxes as collected from the ratepayers should be paid into an appointed bank, and be there kept until paid over to the authority for whose use they may have been collected; that at the end of every quarter, at least, an account should be rendered to the proper authority of the amount collected, and the state of the arrears; and that in case of default summary proceedings should be adopted to compel an account, and to punish any wilful neglect on the part of the collecting officer. In the event of any loss arising from the insolvency of a person liable for both rates and taxes, or from the embezzlement of a collector, the priority of claim on the part of the Crown on the available fund would have to be preserved, subject to which the loss would have to be borne rateably out of the several requisitions for which the consolidated rate was imposed. The risk of such loss, however, would be greatly diminished by the regularity and punctuality which would be introduced in the duty of the collecting officers.

16. If all property were hired for the period of a year, and the rent of it were paid quarterly, no difficulty would be experienced in the assessment and collection of rates in the manner above suggested; but long experience has shown that great inconvenience has arisen in the assessment and collection of rates in certain cases in consequence of the modes in which the owners and occupiers of property have found it desirable, and in many cases absolutely necessary, to arrange for the occupation of dwelling-houses. This inconvenience was experienced as soon as the population began to be more migratory than in former times, when hiring and service were generally by the year; and an Act was passed to provide some remedy in the year 1734, by which every person removing from property, and any person coming into and occupying property, was rendered liable to pay the current rates in proportion to the time that each such person had occupied the property.

17. But in large parishes this remedy was found insufficient to meet the growing difficulty, and applications began to be made by them to Parliament for local Acts, by which the local authorities making the rates were empowered to rate the landlord or his representative, commonly called the owner, in cases where his premises were let under conditions, which rendered it extremely difficult to collect the rates from the occupier. To facilitate the arrangement, the landlord was permitted to compound for the rates on his property by paying a sum in gross for it, whether occupied or not, less than the full rate on the rental during the period of occupation. But it is to be observed, that when this system of composition sprang into existence, both the principles of valuation for the purpose of rating, and their application, were less settled and less carefully provided for by law than they are at present. Each parochial officer was left to take his own course, with little or no control, and no reference to the liability

liability of the parish to contribute to charges which it had to bear in common with other parishes.

18. In many places, however, the difficulty of collecting rates from the occupiers of small tenements was obviated by the very simple and easy practice of not collecting from them any rates at all; but the growth of this practice, which was contrary to law, and the increasing applications to Parliament for Local Acts, at length led to the appointment of a Select Committee of the House in 1813, which recommended important improvements in the law.

19. The unauthorised practice of excusing persons from the payment of rates, on the ground of poverty, was, in 1814, sanctioned and regulated by an Act, which provided, that on the application of a person rated, and on proof of his inability by reason of his poverty to pay the rates, two justices of the peace, with the consent of the overseers or others having the management of the poor, might direct that the person's name be struck out of the rate, and that he be excused from paying any local rates.

20. It is shown by the evidence laid before your Committee, that the requirements of this Act are by no means properly complied with, and that undue facilities are afforded for obtaining exemptions from the payment of rates. Your Committee need not enter into details, for the changes which have taken place in the administration of local affairs, and more especially as regards the relief of the poor, have rendered it necessary to consider whether the Act itself prescribes the proper mode of dealing with claims for exemption on the ground of poverty. Any person in the occupation of property for which he is paying rent to a landlord, must be equally able to pay whatever other charges attach to his occupation, and any remission of one charge not only facilitates the payment of the other, but may also enable the landlord to increase his rent to the extent to which other charges are remitted. The mere exemption, therefore, of a person from rates affords no guarantee that it is not as much for the benefit of the landlord as his tenant. But as every remission of rates has to be made good by the rest of the ratepayers in the parish, the effect of the present system is to cast the burthen of relieving a poor ratepayer (when it is a relief to him) upon the other ratepayers of the parish, though the general law has provided that the relief of poor persons shall not be paid by the ratepayers of the single parish, but by those of the larger area of the whole union to which it belongs. The remission of taxation is, in fact, a particular mode of affording parochial relief; and when that was given by overseers and justices of the peace, they were properly entrusted with the power of remission; but as the duty of affording relief is now transferred to the Board of Guardians, at the cost of a fund raised by them, your Committee are of opinion that the power of excusing persons from the payment of rates should be transferred to the Board of Guardians, and any allowance of exemption from rates on the ground of poverty, should be considered as out-door relief.

21. In 1819 an Act was passed to obviate the difficulty of collecting rates in the cases not provided for by the remission of rates. Parishes were empowered to determine, by a vote of the inhabitants in vestry, that where the rent was not below 6*l.* and did not exceed 20*l.* a year, the owners of the houses, or other persons who were to be regarded as owners, should be rated instead of the occupiers; thus leaving tenements under 6*l.* a year rental to be dealt with under the practice of exempting the occupiers from the rates. The Act, though limited in terms to the poor rate, has been extended by implication to the highway rate, and to any other charges on a parish which are by law directed to be assessed on the basis or to be collected as part of the poor rate. This Act is somewhat defective in its provisions, and has not been applied in many parishes. The practice of passing Local Acts to rate owners instead of occupiers consequently continued.

22. In 1843, the Poor Law Commissioners, who were then Sir G. Cornewall Lewis, Sir Edmund Head, and Sir George Nicholls, presented to Parliament a very comprehensive and valuable report upon local rating, and the question of exempting tenements of small value from local rating having been brought under consideration in 1850, the Small Tenements Act was passed for the purpose of rating the owners instead of the occupiers of tenements of an

annual rateable value not exceeding 6 *l.*, wherever the ratepayers of a parish should, by a resolution of the vestry, determine to adopt the provisions of the Act. This measure is also limited to the poor rate and other local charges, which are by law to be assessed and collected upon the basis of that rate.

23. In many parishes where the Small Tenements Act has not been adopted, a custom has grown up, under which, by arrangement between landlords, their tenants and the parish officers, the owners of small tenements paid the full rate directly to the collectors, charging their tenants for it in the rent. A recent return shows that in the Parliamentary boroughs where no legal compounding was in force, such arrangements had been effected in the case of 98,000 out of 237,000 householders below 10 *l.* At Exeter the landlords pay full rates for their tenants in respect of all houses under 6 *l.*, 1,300 in number. At Rochdale the return shows that there are 6,140 such cases, at York 3,900, at Stockport 1,720, and at Leeds, in the only parish where the Small Tenements Act has not been adopted, there are 5,600 such cases. At Liverpool a voluntary system of compounding had been adopted; the owners of houses below 12 *l.* in value, to the number of 25,000, by arrangement with the parish officers, paid half the amount of the rates, and it was usual for the latter, under the provisions of a Local Act, to excuse the occupiers the other half of the rates. The arrangement does not appear to have been strictly legal, but it was never questioned. The difference between the case of Liverpool and that of Exeter and Rochdale was, that at the former the full rates not being paid, the occupiers were not entitled to vote in vestry or for the municipality; while at the latter, full rates being paid by the owners, those rights were lawfully exercised by the occupiers.

24. There are, however, other local rates, which are assessed and collected upon a basis of their own, quite independent of the poor rates, according to the provisions of the general or Local Acts by which they are imposed. In most of these Acts, provisions have been introduced for assessing the owner instead of the occupier in certain cases. Your Committee may refer to the valuable evidence of Mr. Lumley, for an account of the particular cases.

25. But by the Representation of the People Act of last Session, all Local and General Acts by which the owners of property were assessed to the poor rate instead of the occupiers, except in the single case where a tenement is let out in apartments to persons not separately rated, were repealed in every parish, of which any part is situate in a city or borough, returning members to serve in Parliament.

26. The number of householders affected by this change would appear, from a return presented to the House, to have been 570,000, of whom 94,000 were occupiers of houses above 10 *l.* in value. Your Committee have therefore directed a considerable portion of their inquiry to the way in which various boroughs have been thus affected, and with this view they have taken evidence from the parishes of Bethnal Green, Shoreditch, and St. Pancras, in the metropolis; from Birmingham, Brighton, Bristol, Manchester, Northampton, Norwich, and Wolverhampton, as types of places in which various methods of composition formerly prevailed; from Exeter and Liverpool, which had adopted systems peculiar to themselves; from Stockport, where a kind of voluntary composition had been tried and given up; and from Sheffield and Oldham, where no composition ever existed. They have also circulated a series of questions on the same subject among all boroughs in England and Wales, from several of which replies have been received.

27. This evidence clearly shows that, as a general rule, parishes are likely to benefit, in a financial point of view, by the abolition of composition; and it may be stated as another objection to that system, that besides the inevitable loss to the parish from the allowance made to the owners, there is reason to believe that property was often rated below its real value in order to bring it within the limit under which composition was allowed. It may appear to be of some advantage to the parish that landlords should pay some rate on a class of property which is often empty; but it is difficult to justify the principle by which tenements below a certain value are, if empty, subject to a burden from which those above that limit would, in such a case, be altogether exempt.

28. It

28. It is sufficient, therefore, to describe the existing state of the law respecting the rating of owners instead of the occupiers of property to suggest the expediency of its entire repeal. It is guided by no general principle and is regulated by no uniform rule; there are instances in which it is not applicable to the same local rates throughout the district in which the rate is levied; so that in some parts of the district it is permitted, whilst in others it is prohibited. In some it is in force against the wish of a large portion of the ratepayers, and in others it is not, though they desired it; and it is in force for some rates in a parish, whilst it is not for others. For some rates in a parish it must be allowed, whilst for other rates it is absolutely prohibited. It is permitted in one case, whilst it is prohibited in others, where it is just as difficult to collect the rates. The evidence of the witnesses examined before your Committee affords abundant confirmation of these remarks.

29. Your Committee have already recommended that all local rates should be merged in one, and be assessed and collected together; but this cannot be carried out while the law remains as above described, and a full consideration of the objections to composition and of the advantages which would result from the adoption of a uniform system of rating throughout the county, have led your Committee to the opinion that the law should be still further amended, and that so much of any public or local Act as permits composition for rates for public purposes should be repealed.

30. There are two cases which were embraced in the Compounding Acts, where there can be no doubt an owner employs his property in an exceptional manner, which should render him liable for the payment of rates:—

1st. Where the owner furnishes the house and lets it for uncertain periods; thus, in fact, by means of his furniture occupying the house jointly with his tenant.

2nd. Where the owner lets a house in apartments, so that, in fact, there is no one occupier responsible for the rates on the whole house.

31. A provision was introduced in the Act of 1867, dealing with the latter case, by which the liability of the owner to be rated instead of the occupier was confined to dwelling-houses, where the occupiers were not separately rated; but this qualification is found to be inconvenient in its application, in consequence of an interpretation which would render a separate valuation for every separate apartment necessary, and where only one apartment was so occupied, the rest of the house would be unprovided for; your Committee, therefore, think it is not desirable to maintain this qualification, but that the occupier should claim to be rated, and be rated in manner prescribed by the existing law.

32. It has been stated to your Committee that considerable dissatisfaction has arisen among the occupiers of small tenement property owing to the alteration of the law by the Act of last Session; but it is obvious that any change affecting in so important a manner the social interests of great numbers of people, would, of necessity, at first cause much inconvenience to all parties concerned; and, in many cases, other causes have tended to foster a feeling of annoyance among the new ratepayers. Thus, at Birmingham, Brighton, Liverpool, and Wolverhampton, landlords have endeavoured to reap a pecuniary advantage from the change by exacting the same rents as they received when they themselves paid the rates; at Hulme and Northampton there has been a political agitation in connection with a more extended franchise; and, generally, there has been an objection on the part of the collectors to the increased trouble which they expected. But this annoyance appears even now to have greatly subsided, and, doubtless, some of it may be traced, as at Brighton and Wolverhampton, to the temporary existence of great distress among the working classes; or, as at Northampton, to some increase in the assessment of cottage property which had previously been considerably underrated.

33. There remains, however, a substantial inconvenience felt by the occupiers of this class of property in the payment of their rates, arising from the fact that the collection is often made in sums inconveniently large, and it is obvious that

where a yearly rate is levied the weekly tenant may often find a real difficulty in arranging for the payment of a rate made for a term so much longer than that of his own occupation. If this difficulty were obviated by a system of more frequent collection, it appears to be generally agreed that the main objection to personal assessment would be removed. Your Committee are therefore of opinion that in the case of tenements let at a rent payable oftener than quarterly, the system of quarterly payments of the rate which they have recommended should be still further extended, and the occupier in such cases be permitted to pay the rate by monthly instalments.

34. Your Committee have already observed, that where the occupiers were rated, voluntary arrangements have frequently been made between the owner and occupier for the payment of the full rate by the former. This plan appears to have been extensively adopted in boroughs not under Compounding Acts, and a similar arrangement is beginning to grow up in those boroughs where composition has been abolished. If this were universally carried out, the parish would, of course, receive nearly the full amount of the rate, and there would be no financial drawback to the existing system; but your Committee think that, judging from what happened at Manchester before a Local Act was obtained, landlords may be indisposed to enter into such arrangements except for the better class of tenants; and thus the poorest may be left for the parish to collect from, and be eventually excused on the ground of poverty. This has not yet been the case to any large extent, as is proved by the small amount of rate excused in Stockport, Oldham, and Sheffield; but if, for the reason adverted to, such a system should be considerably extended, much of the lower class of property will become really exempt from the payment of any rate, and on this very ground the owner will be able to obtain a larger rent from his tenant, and thus make a profit out of the rate which the parish would lose. Such a practice would be manifestly unjust to the other ratepayers, and might cause a considerable loss in the collection of the rate; but, on the other hand, it may be argued on behalf of the owner of small tenement property, that only the poorest of his tenants would be thus excused, and that as the same causes would equally prevent them from paying their rents, he could not fairly be called upon to pay the full rate on behalf of tenants whose rents were in arrear. Your Committee, though anxious to secure the payment of the full rate in all cases where property is beneficially occupied, feel that there is much force in this objection, and that some allowance may properly be made on this account, and are therefore of opinion that the owner of every tenement, the occupier of which has been excused payment of rates on the ground of poverty, should, after due notice, become liable to two-thirds of the rate excused.

35. In abolishing the practice of composition as it has hitherto existed, and substituting a uniform system of assessing the occupiers with the additional liability of the owners in certain cases, it is requisite that great care should be taken to prevent property of small annual value being subject to an undue share of public burdens. Wherever the owner lets his property for a short term, or at a weekly rent, or furnished, or in apartments, he will necessarily charge such a rent as will insure him against all the contingencies from vacancy, insolvency, and cost of collection, to which the gross receipts from the property are exposed; the multiple of the weekly rent will be considerably in excess of that which he would receive if his property were let for a year or at a yearly rent to a solvent tenant, but this excess is the proper indemnity of the landlord, and should not be the subject of rating. Therefore, in arriving at the gross estimated annual rental of property so dealt with, a considerable deduction would always have to be made from the multiple of a weekly or other short rental, to cover the risks and loss and the expense arising from the special employment of the property. In like manner, if it be found that property specially occupied is subject to greater wear and tear than that which is occupied under ordinary conditions by a tenant from year to year, allowance should be made for it in determining what deductions are necessary to keep it in a condition to command the same rent in future years.

36. It may be observed with reference to the practice of making the assessment of the owner depend upon the annual value of property, that where it is let to a tenant for a period co-extensive with that for which the rates are usually made,

made, and the rent is reserved at periods when their payment is collected, the occupier stands in the same relation to the tax gatherer as to his landlord, and is equally able to pay his rates as his rent. However small the rent may be, the rates will be small in proportion. Whilst, then, there is no sufficient reason for affording any special facility for relieving the occupier from the personal payment of them, or the rate collector from the trouble of collecting them, there are very serious objections to making the collection of rates, or their diminution or remission dependent upon some particular amount of annual rent. Any such limit must be most unequal and arbitrary in its application. It leads to various contrivances in the construction and letting of houses for the express purpose of turning the law to the benefit of those for whom it was not intended, and to other abuses. Your Committee, therefore, think that there is no necessity for making any exceptional mode of assessment dependent on the annual value of the premises rated, and that the collectors, under the arrangements they have suggested, will find no difficulty in collecting quarterly rates from yearly occupiers, however small their rates may be.

37. The conclusions at which your Committee have arrived are expressed in the following Resolutions :—

Resolutions.

(1.) That every local authority entitled to raise any money by means of local rates should make a requisition on the overseer or other proper officer for the whole amount required to be paid, so far as the same can be estimated for the period of one year, commencing at a fixed period.

(2.) That such requisition should be delivered to the overseer, or such other officer, a reasonable time before the commencement of the year, to enable him to make a rate at that time.

(3.) That such requisition should state the amounts which may be required for the several purposes, if more than one, for which rates are authorised by law to be made.

(4.) That the overseer should, on receipt of all the requisitions made on him for the year, make one consolidated rate sufficient to satisfy all such requisitions.

(5.) But when all property described in the rate-book is not liable to be rated uniformly for the purposes of all such requisitions, such entries shall be made in the rate-book as may be necessary to show such difference in the rate.

(6.) That the rate should be payable by not less than four equal quarterly payments, and be collected and enforced accordingly.

(7.) That where the rate exceeds 1 *s.* in the pound, the person in occupation of any tenement let at a rent payable oftener than quarterly, may elect to pay the rate by monthly instalments.

(8.) That in addition to the rate book now prescribed, a book to be called "the Instalment Rate Book," shall be provided in a form to be prescribed by law, in which the name of each occupier electing to pay monthly, the amount of the rate, the amount of each instalment, and the time when payable, shall be entered.

(9.) That when any necessity shall arise during the year for any rate above the estimated annual charge, a special rate shall be made, and be collected with the next following payment.

(10.) That a demand note should be left with each ratepayer, on the rate being made, stating the amount of the requisitions, the rate in the pound for each purpose, and the period for which the rate is made, the rateable value of the premises, the amount of the rate thereon, and of each payment.

 (11.) That

(11.) That the overseer should be empowered at any time after a rate has been allowed, to amend the rate-book, with the sanction of the justice, by omitting the name of any person unduly inserted, or inserting the name of any person unduly omitted.

(12.) That where any premises, being vacant at the time of making the rate, shall become occupied before the next rate shall be made, or any change shall take place in the occupation during the year, the overseer shall make a supplemental rate in respect of such occupation.

(13.) That paid collectors shall be employed where necessary to collect the rate, for such remuneration, by way of salary or commission, as the local authority making the requisition shall consent to allow out of the amount thereof.

(14.) That the overseer and collecting officer should pay over the rate as collected, and account for the same and for arrears thereof, at such times and in such manner as may be prescribed by law, and the same should be enforced by a summary proceeding before two justices of the peace.

(15.) That every change in the ownership and occupation of premises should be reported by the collecting officer to the overseer, and every increase in the value of the premises should be reported to the Assessment Committee.

(16.) That the Commissioners for the Assessment of Local Taxes, should deliver yearly to the overseer, or other proper officer, a schedule of the taxes to be collected from taxpayers in the parish (except the assessments of the special Commissioners of the Income Tax).

(17.) That the collecting officer should collect, account for, and pay over the taxes according to such directions as they may receive from the Board of Inland Revenue, on being allowed such per-centage thereon as may be allowed for the collection of taxes.

(18.) In the event of any loss arising from the insolvency of a person liable for both rates and taxes, or from the embezzlement of a collector, the priority of claim on the part of the Crown on the available fund should be preserved, subject to which the loss should be borne rateably out of the several requisitions for which the consolidated rate was imposed.

(19.) That the owner should be rated in the following cases:—

a. Where the tenement is let furnished.

b. Where the tenement is let in apartments;

but the occupier should be permitted to claim to be rated and be rated in manner prescribed by the existing law.

(20.) The owner should be deemed to be any person receiving or claiming the rent of any tenement, or receiving the same for the use of any corporation aggregate, or of any public company, or of any landlord or lessor, who shall be under disability; or for the use of any person who shall not be actually resident within 20 miles from the parish in which the tenement is situate.

(21.) That the power of excusing persons from the payment of rates should be transferred to the Board of Guardians, and any allowance of exemption from rates on the ground of poverty, should be considered as out-door relief.

(22.) That the Board of Guardians, before hearing any application of an occupier for excusal, shall give notice to the owner of the tenement occupied of the time and place appointed for hearing the application.

(23.) That the owner of every tenement, the occupier of which has been excused payment of rate on the ground of poverty, shall be liable to two-thirds of the rate.

(24.) That where premises are let for shorter periods than a year, the assessments should be carefully revised, so that in fixing the gross estimated rental under the Assessment Acts proper deductions should be made from the enhanced rent charged by the owner to cover the risk and cost of so dealing with his property.

(25.) That when the owner is compelled to pay any portion of the rate contrary to his agreement with the occupier, he shall be entitled to recover the same by distress

distress or action from the occupier, and when the occupier shall be compelled to pay the rates contrary to his agreement with the owner, he shall be entitled to deduct the same from his rent, or to recover the same, as well as damages, for any distress he may have suffered by action from the owner.

(26.) That so much of any public or local Act as relates to compositions for rates for public purposes, should be repealed.

22 *June* 1868.

PROCEEDINGS OF THE COMMITTEE.

Thursday, 19*th March* 1868.

MEMBERS PRESENT:

Mr. Ayrton.	Colonel Hogg.
Sir M. H. Beach.	Mr. Floyer.
Mr. Powell.	Mr. Lefevre.
Mr. Kekewich.	Mr. St. Aubyn.
Mr. Villiers.	Mr. Hodgkinson.

Mr. *Ayrton* was called to the Chair.

The Committee deliberated.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 23*rd March* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Lefevre.	Mr. Floyer.
Mr. Hodgkinson.	Colonel Hogg.
Mr. Woodd.	Mr. Paull.
Mr. St. Aubyn.	Mr. Villiers.
Mr. Powell.	Mr. Hardy.
Mr. Goldney.	Mr. Goschen.
Mr. Hibbert.	Mr. Trevelyan.
Mr. Kekewich.	

Mr. *Lumley* was examined.

The Committee deliberated.

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 26*th March* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Lefevre.	Mr. Hibbert.
Mr. St. Aubyn.	Mr. Kekewich.
Mr. Woodd.	Colonel Hogg.
Mr. Powell.	Mr. Paull.
Sir M. H. Beach.	Mr. Goldney.
Mr. Villiers.	Mr. Goschen.
Mr. Hamilton.	Mr. Trevelyan.

Mr. *Lumley* was further examined.

[Adjourned till Monday next, at Twelve o clock.

Monday, 30*th March* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Hodgkinson.	Sir M. H. Beach.
Mr. Woodd.	Mr. Villiers.
Mr. St. Aubyn.	Mr. Hamilton.
Mr. Goldney.	Mr. Goschen.
Mr. Kekewich.	Mr. Paull.
Mr. Hardy.	

Mr. *G. L. Saunders*, Mr. *James Philipps*, Mr. *W. Thompson*, and Mr. *John Gough*, were severally examined.

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 2*nd April* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Lefevre.	Mr. Hamilton.
Mr. Hodgkinson.	Colonel Hogg.
Mr. Woodd.	Mr. Trevelyan.
Mr. Villiers.	Sir M. H. Beach.
Mr. Hibbert.	Mr. Paull.
Mr. Kekewich.	Mr. Goldney.
Mr. Goschen.	Mr. St. Aubyn.
Mr. Powell.	

Mr. *A. Morris*, Mr. *J. Hemmings*, Mr. *W. Thompson*, and Mr. *J. T. Trowbridge*, were severally examined.

[Adjourned till Monday 20th April, at Twelve o'clock.

Monday, 20*th April* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Sir M. H. Beach.	Mr. Woodd.
Mr. Kekewich.	Mr. Villiers.

The Committee deliberated.

[Adjourned till To-morrow, at Twelve o'clock.

Tuesday, 21*st April* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Villiers.	Mr. Woodd.
Mr. Powell.	Mr. Goldney.
Mr. Kekewich.	Mr. Goschen.
Mr. Floyer.	Mr. Trevelyan.
Colonel Hogg.	Sir M. H. Beach.

Mr. *Davis* and Mr. *Voss* were severally examined.

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 23rd April 1868.

MEMBERS PRESENT:

Sir M. Hicks Beach in the Chair.

Sir M. Beach.	Mr. Paull.
Mr. Goldney.	Mr. Hamilton.
Mr. Kekewich.	Mr. Hibbert.
Mr. Hibbert.	Colonel Hogg.
Mr. Floyer.	Mr. Goschen.
Mr. Lefevre.	Mr. Hodgkinson.

Mr. *Griffiths,* Mr. *Lings,* and Mr. *Fletcher,* were severally examined.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 27th April 1868.

MEMBERS PRESENT:

Sir M. Hicks Beach in the Chair.

Mr. Villiers.	Mr. Hodgkinson.
Mr. Lefevre.	Mr. Goschen.
Mr. Woodd.	Mr. Paull.
Mr. Hamilton.	Mr. Goldney.
Mr. Kekewich.	Colonel Hogg.
Mr. Floyer.	

Mr. *H. J. Hagger* and Mr. *E. J. Doggett* were severally examined.

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 30th April 1868.

MEMBERS PRESENT:

Sir M. Hicks Beach in the Chair.

Mr. Hibbert.	Colonel Hogg.
Mr. Floyer.	Mr. Goschen.
Mr. Kekewich.	Mr. Paull.
Mr. Lefevre.	Mr. Villiers.

Mr. *Francis Plaw* and Mr. *William Wrigley* were severally examined.

[Adjourned till Monday, at Twelve o'clock.

Monday, 4th May 1868.

MEMBERS PRESENT:

Sir M. Hicks Beach in the Chair.

Mr. Paull.	Mr. Hibbert.
Mr. Kekewich.	Mr. Lefevre.
Mr. Floyer.	Mr. Goschen.
Mr. Hodgkinson.	Mr. St. Aubyn.

Mr. *F. Parker* and Mr. *J. H. Tillett* were severally examined.

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 7th May 1868.

MEMBERS PRESENT:

Sir M. Hicks Beach in the Chair.

Mr. Goschen.	Mr. Paull.
Mr. Villiers.	Mr. St. Aubyn.
Mr. Hibbert.	Mr. Trevelyan.
Mr. Kekewich.	Colonel Hogg.
Mr. Lefevre.	

Mr. *Jeffery* and Mr. *Walker* were severally examined.

[Adjourned till To-morrow, at Twelve o'clock.

Friday, 8th May 1868.

MEMBERS PRESENT:

Sir M. Hicks Beach in the Chair.

Mr. Paull.	Mr. Powell.
Mr. Villiers.	Mr. Shaw Lefevre.
Mr. Kekewich.	Colonel Hogg.
Mr. St. Aubyn.	Mr. Goldney.
Mr. Hibbert.	

Mr. Alderman *Chapman* was examined.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 11th May 1868.

MEMBERS PRESENT:

Sir M. Hicks Beach in the Chair.

Mr. Lefevre.	Mr. Woodd.
Mr. Villiers.	Mr. Paull.
Mr. Hibbert.	Colonel Hogg.
Mr. Kekewich.	Mr. St. Aubyn.
Mr. Trevelyan.	Mr. Goldney.

Mr. *J. Lambert* was examined.

[Adjourned till Wednesday next, at Three o'clock.

Wednesday, 13th May 1868.

MEMBERS PRESENT:

Mr. Ayrton in the Chair.

Mr. Powell.	Mr. Paull.
Mr. Candlish.	Mr. Villiers.
Mr. Goschen.	Mr. Kekewich.
Mr. St. Aubyn.	Mr. Woodd.
Sir M. H. Beach.	Mr. Hodgkinson.
Mr. Hardy.	Mr. Trevelyan.
Colonel Hogg.	Mr. Lefevre.

The Committee deliberated, and agreed to meet on Monday the 25th instant, to consider Resolutions relating to the operation of the Act of last Session. Evidence to be taken in the meantime.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 18*th May* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Paull.	Mr. Hibbert.
Mr. Lefevre.	Colonel Hogg.
Mr. Kekewich.	

Mr. *Sargent* was examined.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 25*th May* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Trevelyan.	Mr. Floyer.
Mr. Goschen.	Mr. Paull.
Mr. St. Aubyn.	Mr. Kekewick.
Mr. Woodd.	Mr. Hardy.
Mr. Villiers.	Mr. Hibbert.
Sir M. H. Beach.	Mr. Goldney.
Colonel Hogg.	

The Committee deliberated, and adjourned till Monday, 8th June, to give Members the opportunity of preparing Draft Reports or Resolutions to be considered on that day.

[Adjourned till Monday, 8th June, at Twelve o'clock.

Monday, 8*th June*, 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Floyer.	Mr. Villiers.
Mr. Paull.	Sir M. H. Beach.
Mr. Bright.	Mr. Hardy.
Mr. Lefevre.	Mr. Goldney.
Mr. Hodgkinson.	Mr. Kekewich.
Mr. Woodd.	Colonel Hogg.
Mr. St. Aubyn.	Mr. Trevelyan.
Mr. Powell.	Mr. Goschen.

Draft Report proposed by the *Chairman* read the first time, as follows:—

"1. The general terms in which your Committee have been appointed to inquire into the assessment and collection of local rates and taxes have rendered it necessary for them to consider, in the first place, what limits they should prescribe for their inquiry and report.

"2. The first operation in local taxation is to ascertain the property which is to be the subject of rating, whether in the hands of an owner or occupier, and the value which is to be set upon it for the computation of a rate. The general principle on which property should be valued has long been settled by the Act of 1837, to be the net annual value of the premises; that is to say, of the rent at which the same might reasonably be expected to let from year to year, free from all usual tenants' rates and taxes and tithe commutation rent-charge, if any, and deducting therefrom the probable annual cost of the repairs, insurance, and other expenses, if any, necessary to maintain them in a state to command such rent; but the application of this principle having for the most part been left in incompetent or inefficient local officers, the Union Assessment Act was passed in 1862, for the purpose of transferring the duty of making a properly valued roll of property for assessment to the poor rate to a committee of the Board of Guardians. Many places were, however, exempted from the operation of this measure, to meet the wishes or prejudices of the local authorities who had already obtained for themselves special powers for the purpose,

purpose, in consequence of the defective state of the general law. The poor rate is, no doubt, directly and indirectly, used as the basis of all local taxation; but the Act being entirely limited to the poor rate, no provision could well be introduced into it for extending the application of the valuation roll made under it to all other rates. A Bill was consequently introduced into the House, in 1867, to establish one uniform valuation roll of property for all purposes of local rating and taxation. This Bill having been referred to a Select Committee, was reported, with Amendments, to the House, but owing to the state of public business, was not further proceeded with in the last Session, and has not been introduced again in the present Session. Your Committee have therefore deemed it unnecessary to consider this important subject, but they assume that Parliament will, as soon as practicable, pass some measure which, in their opinion, is much required for the purpose of establishing a common basis for the assessment of local rates and taxes, to secure an accurate account both of all property to be assessed, and of the annual value on which the assessment is to be made, so that the rating shall be equal on all the contributories to local charges to the extent to which they are to be taxed.

" 3. Intimately connected with this branch of the subject is the exemption of certain classes of property wholly or partially from local taxation. These exemptions have for some time past engaged the attention of the House. The law by which extra-parochial places so long escaped from the local burdens of the poor rate has at length been modified; and by the action of the Poor Law Board, they may now be incorporated with unions, and made to bear their share of that charge. A Select Committee of the House of Commons, which sat in the year 1858, inquired into several important exemptions from local poor rates, and presented a Report recommending the discontinuance of them, with some trifling exceptions. A recent decision of the House of Lords, in an appeal from a judgment of the Court of Queen's Bench, has determined that the abuses which had grown up in the administration of the poor law, of exempting property called charitable, is illegal. Her Majesty's Government have, to some extent, recognised the injustice of Crown property being exempt from local charges, where it forms a considerable part of the assessable property of the parish, by taking a vote in supply of 30,000 *l.* a year to enable the Crown to contribute in respect of such property to local burdens. A Bill has also been introduced for the purpose of placing the present exceptional rating of mines on a more satisfactory footing. Your Committee have, therefore, deemed it inexpedient on this occasion to enter into an inquiry into the whole subject of special local rating or exemptions from rates.

" 4. The next branch of the subject is the nature of the authority by which local rates and taxes are imposed upon the owners or occupiers of property. The number and variety of the authorities, and of the charges they are entitled to impose, have in recent times been considerably increased and changed in their organisation and character. Instead of a parochial officer collecting one or two rates, to be administered by himself, under the supervision of a justice of the peace within his parish, the local authorities entitled to make charges upon the owners or occupiers by way of rates, are as follows:

Quarter Sessions.
Boards of Guardians.
Town Councils.
Improvement Commissioners.
Boards of Health.
Sewage authorities.
Harbour Boards.
Highway Boards.
Vestries and Local Boards.
The Metropolitan Board of Works.
The Commissioners of Police.

" To these may be added the Commissioners for assessing the taxes payable into the Public Exchequer, and their district or divisional Boards. Your Committee have not deemed it necessary to inquire into the constitution and powers of these several bodies to impose local charges, or into their relations to one another, nor have they considered how far it may be expedient to reorganise any of them, so as to place all the local affairs of a town or district under the administration of one local authority.

" 5. It is therefore assumed in this report that there will be a roll of property duty valued for the purpose of rating its owners or occupiers, subject to whatever exemptions or qualifications may be deemed expedient, and defined by law, and that the power of incurring expenditure, to be defrayed by rates upon the owners and occupiers of the property, will continue to be exercised by the existing authorities; and your Committee have proceeded to inquire into the best mode of taking and collecting the requisite rates.

" 6. At present, as will be seen by the evidence laid before your Committee, the greatest diversity of procedure exists, both under the general Acts and numerous local Acts now in force. In some places the poor rate is made and collected separately from a borough rate, or an improvement rate; in others it includes one or both of such rates; other rates are in like manner made separately or in combination. In some parishes there are several rate-books, in others but one, with several distinct rates entered in it. Nor is there any certain time for which rates are to be assessed; in some parishes they are made

yearly, in others half-yearly, in others three times, and in others quarterly; and rates for different purposes are made at different periods; nor is there any law tending to ensure the several rates being assessed at the same time, or for the same period, in the same parish. The collection of the rates, when made, is also carried on without any uniformity of system; sometimes one collector, in some places, collects several rates in the same district; in other places different collectors are employed to collect the rates separately in the same district. Nor is there any well-defined period or rule for the collection of the rates, for accounting for arrears, or for enforcing their payment. In some places the overseer of the poor collects the poor rates and other rates with them; and in others stipendiary assistant overseers or collectors are employed, and are remunerated either by a commission or a fixed salary.

"7. This confused state of things manifestly entails upon the local officers, who have to undertake the duty of making or collecting rates, a great deal of unnecessary trouble and expense, which your Committee think might be obviated by a more comprehensive and complete system.

"8. Her Majesty's Government is able to make an estimate of the charges for the public expenditure for an entire year, the justices of the county are also enabled to do the same for the county expenditure; and it appears from the evidence that in some places, where a complete system has been established by a local Act, an estimate is in like manner made for the expenditure of the local authorities. Your Committee are of opinion that all local authorities having the power to impose any local charge should be compelled to make an estimate of their expenditure for an entire year, and that the financial year for local expenditure should be uniform, coinciding as nearly as practicable with that for the national expenditure.

"9. The amount to be charged upon each parish being thus ascertained at the beginning of the year for every purpose for which local taxation could be imposed, there would be no difficulty in the authority making the charge delivering to a parochial officer a requisition, stating the amount the parish would be required to raise during the year. The duty would then devolve upon the parochial officer to make such a consolidated rate as would be sufficient to enable him to satisfy all the requisitions he might have received.

"10. But as it is extremely desirable that the ratepayers should know the several purposes for which the rate is levied, it would be necessary to show how this consolidated rate is arrived at by providing that all the requisitions should be set forth as a preface to the rate-book, together with the computed amount of the rate in the pound required to satisfy each requisition. When, however, any special rate might have to be imposed upon some section of the ratepayers, or any other deviation made from the consolidated rate, the distinction would have to be shown in a separate column of the rate-book appropriated for that purpose.

"11. The duty of receiving the requisitions and making the rate would necessarily devolve upon the overseer of the poor, according to the existing parochial system: but in many large parishes the functions of the overseer have been transferred by local Acts to committees or Boards of overseers. It may be desirable to extend this special legislation by providing that the number of overseers of the poor shall bear some proportion to the number of inhabitants of a parish; and as their functions would be materially altered by the management proposed, the ratepayers would, no doubt, elect persons qualified to discharge them.

"12. The cost and trouble of making numerous rates being thus obviated, we will now consider the best mode of insuring the collection of the consolidated rate. For this purpose it would be necessary to provide that the rate should be payable by instalments, and it would much conduce to punctuality of payment if the instalments were made payable on the usual quarter days, so that the collection of each instalment might be completed within the quarter. It cannot be doubted that it would be a great convenience to the ratepayers if they were informed at the commencement of the year of the whole extent of their liabilities for rates for that year; and we are therefore of opinion that a demand note should be delivered to each ratepayer stating the amount and rate in the pound of each requisition included in the consolidated rate, the amount of each instalment, and the time appointed for its payment.

"13. The actual collection of the rates should be entrusted to one or more assistant overseers, who should be allowed a per-centage on the rate collected, or a salary, and should at the same time give adequate security by a recognizance to the Crown to account for the collection. The number of assistant overseers would depend upon the extent of the parish. They should also be required to discharge the duty of ascertaining all improvements in the condition of the premises, rendering a re-assessment necessary, and into all changes in the ownership and occupation of the premises, and to report thereon, quarterly, to the overseers, or to the authority by whom the assessment roll may be prepared. Upon these reports a supplemental rate could be made at each quarter, so as to charge each owner and occupier with his proper quota for any part of the year for which he might be liable. Thus the rate-book would be continually revised, and an accurate register of the improved value of each property and of every change in its occupation would be kept up.

"14. It

" 14. It is shown by the evidence of Mr. Sargent that if such an arrangement were made there would be no difficulty in entrusting the assistant overseers with the collection of the taxes locally imposed by the Commissioners of Assessed Taxes and of the Income Tax. The requisitions, with the schedules to be collected, would be in like manner forwarded to the overseer at the commencement of each year; and as the taxes are payable quarterly, they could be collected at the same time as the local rates, the whole collection within each district being entrusted to one person; the area of collection might be proportionately diminished, whilst the remuneration of the collector would be, relatively to his labours, increased, and he would have ample opportunity of making himself thoroughly acquainted with the circumstances of the ratepayers, and insuring the due payment of the rates, by which the risk of loss would be greatly lessened.

" 15. To insure the rates and taxes being properly collected and accounted for, it would be necessary to provide by law that all rates and taxes as collected from the ratepayers should be paid into an appointed bank, and be there kept until paid over to the authority for whose use they may have been collected, and that at the end of every quarter, at least, an account should be renderd to the proper authority of the amount collected, and the state of the arrears, and that in case of default summary proceedings should be adopted to compel an account, and to punish the assistant overseers. In the event of any loss arising from the insolvency of a person liable for both rates and taxes, or from the embezzlement of a collector, the priority of claim on the part of the Crown on the available fund would have to be preserved, subject to which the loss would have to be borne rateably out of the several requisitions for which the consolidated rate was imposed. The risk of such loss, however, would be greatly diminished by the regularity and punctuality which would be introduced in the duty of the assistant overseers.

" 16. If all property were usually hired for the period of a year, and the rent of it were usually paid quarterly, no difficulty would be experienced in the assessment and collection of rates in the manner above suggested, or in any other practicable method of periodical rates; but long experience has shown that great inconvenience has arisen in the assessment and collection of rates in certain cases in consequence of the modes in which the owners and occupiers of property have found it desirable, and in many cases absolutely necessary, to arrange for the occupation of dwelling-houses. This inconvenience was experienced as soon as the population began to be more migratory than in former times, when hiring and service were generally by the year; and an Act was passed to provide some remedy in the year 1734, by which every person removing from property, and any person coming into and occupying property, was rendered liable to pay the current rates in proportion to the time that each such person has occupied the property.

" 17. But in large parishes this remedy was found insufficient to meet the growing difficulty, and applications began to be made by them to Parliament for local Acts, by which the local authorities making the rates were empowered to rate the landlord or his representative, commonly called the owner, in cases where his premises were let under conditions which rendered it difficult or impracticable to collect the rates from the occupier. To facilitate the arrangement, the landlord was permitted to compound for the rates on his property by paying a sum in gross for it, whether occupied or not, less than the full rate on the rental during the period of occupation. But it is to be observed, that when this system of composition sprang into existence, both the principles of valuation for the purpose of rating, and their application, were less settled and less carefully provided for by law than they are at present. Each parochial officer was left to take his own course, with little or no control, and no reference to the liability of the parish to contribute to charges which it had to bear in common with other parishes.

" 18. In many places, however, the difficulty of collecting rates from the occupiers of small tenements was obviated by the very simple and easy practice of not collecting from them any rates at all; but the growth of this practice, which was contrary to law, and the increasing applications to Parliament for Local Acts, at length led to the appointment of a Select Committee of the House in 1813, which recommended important improvements in the law.

" 19. The unauthorised practice of excusing persons from the payment of rates, on the ground of poverty, was, in 1816, sanctioned and regulated by an Act which provided that on the application of a person rated, and on proof of his inability by reason of his poverty to pay the rates, two justices of the peace, with the consent of the overseers or others having the management of the poor, might direct that the person's name be struck out of the rate, and that he be excused from paying any local rates.

" 20. It is shown, by the evidence laid before your Committee, that the requirements of this Act are by no means properly complied with, and that undue facilities are afforded for obtaining exemptions from the payments of rates. Your Committee need not enter into details, for the changes which have taken place in the administration of local affairs, and more especially as regards the relief of the poor, have rendered it necessary to consider whether the Act itself prescribes the proper mode of dealing with claims for exemption on the ground of poverty. Any person in the occupation of property for which he is paying rent to a landlord must be equally able to pay whatever other charges attach to his occupation, and any remission of one charge not only facilitates the payment of the

other, but may also enable the landlord to increase his rent to the extent to which other charges are remitted. The mere exemption, therefore, of a person from rates affords no guarantee that it is not as much for the benefit of the landlord as his tenant. But as every remission of rates has to be made good by the rest of the ratepayers in the parish, the effect of the present system is to cast the burthen of relieving a poor ratepayer (when it is a relief to him) upon the other ratepayers of the parish, though the general law has provided that the relief of poor persons shall not be paid by the ratepayers of the single parish, but by those of the larger area of the whole union to which it belongs. The remission of taxation is, in fact, a particular mode of affording parochial relief; and when that was given by overseers and justices of the peace, they were properly entrusted with the power of remission; but as the duty of affording relief is now transferred to the Board of Guardians, at the cost of a fund raised by them, your Committee are of opinion that the Act of 1816 should be repealed, and that no person should be empowered to remit rates, but that a ratepayer, if he be unable on account of poverty to pay them, should apply to the Board of Guardians for relief, who would then grant to him such amount as they might think necessary, having regard to his rent and rates, in the nature of out-door relief, to be applied in the payment of rates, either directly or indirectly, in his rent.

" 21. In 1819 an Act was passed to obviate the difficulty of collecting rates in the cases not provided for by the remission of rates. Parishes were empowered to determine, by a vote of the inhabitants in vestry, that where the rent was not below 6 *l.* and did not exceed 20 *l.* a year, the owners of the houses, or other persons who were to be regarded as owners, should be rated instead of the occupiers; thus leaving tenements under 6 *l.* a year rental to be dealt with under the practice of exempting the occupiers from the rates. The Act, though limited in terms to the poor rate, has been extended by implication to the highway rate, and to any other charges on a parish which are by law directed to be assessed on the basis or to be collected as part of the poor rate. This Act is somewhat defective in its provisions, and has not been applied in many parishes. The practice of passing Local Acts to rate owners instead of occupiers consequently continued.

" 22. But the impolicy and illegality of exempting tenants of small value from local rating having been brought under consideration in 1850, a measure was passed for the purpose of rating the owners instead of the occupiers of tenements of an annual value not exceeding 6 *l.*, wherever the ratepayers of a parish should, by a resolution of the vestry, determine to adopt the provisions of the Act. This measure is also limited to the poor rates, and other local charges which are by law to be assessed and collected upon the basis of that rate.

" 23. There are, however, other local rates, which are assessed and collected upon a basis of their own, quite independent of the poor rates, according to the provisions of the General or Local Acts by which they are imposed. In most of these the inconvenience of assessing rates in certain cases upon the occupier has been recognised, and provisions have been introduced for assessing the owner instead. Your Committee may refer to the valuable evidence of Mr. Lumley for an account of the particular cases.

" 24. But by the English Parliamentary Reform Act of last Session, all Local and General Acts by which the owners of property were assessed to the poor rate instead of the occupiers, except in the single case where a tenement is let out in apartments to persons not separately rated, were repealed in every parish, of which any part is situate in a city or borough, returning Members to serve in Parliament.

" 25. It is sufficient, therefore, to describe the present state of the law respecting the rating of owners instead of the occupiers of property to suggest the expediency of its entire repeal. It is guided by no general principle, and is regulated by no uniform rule; it is not applicable to the same local rates throughout the district in which the rate is levied: in some parts of the district it is permitted, whilst in others it is prohibited. In some it is in force against the wish of a large portion of the ratepayers, and in others it is not, though they desired it; and it is in force for some rates in a parish, whilst it is not for others. For some rates in a parish it must be allowed, whilst for other rates it is absolutely prohibited. It is permitted in one case, whilst it is prohibited in others, where it is just as difficult to collect the rates.

" 26. Your Committee are of opinion that the time has arrived when it is necessary to review the law which has become thus confused, partial, and unjust, and to consider upon what principles any assessment of the owners, instead of the occupiers of property, should proceed.

" 27. The general principle and application of the law being acknowledged, that the occupier should be assessed to all local rates and taxes, and be required to pay them in the first instance to the authorities by whom the charge is imposed, a clear and well-defined exemption from this general rule may be admitted whenever the owner of property thinks fit so to deal with it as to interpose obstacles to the convenient assessment of the rates on the occupier, or the security of payment by him at the time appointed for their collection. The owner, in these cases, being guided by the natural motive of the most profitable employment of his property, will take care to obtain such a return for it as will indemnify himself against all loss which may arise; but as, on the other hand, the mode in which the owner can employ his property most profitably will depend upon the conditions

tions under which people desire to occupy it, every facility afforded to an occupier to make the most suitable arrangement with his landlord is an equal benefit to both, and a public advantage. It appears, therefore, to your Committee, that if rates are to be made yearly, and to be payable by equal quarterly payments, or any system be maintained or adopted which involves a liability for rates for a period not less than a quarter of a year, then all contracts for the occupation of property for a less period than a quarter of a year are in fact, contracts inconsistent with an absolute and exclusive liability on the part of the occupier for the payment of the rates. In like manner, where the rent is payable at intervals less than a quarter of a year, such a contract proves that periodical payments at that interval, for the occupation of the premises, are found inconvenient to both landlord and tenant.

" 28. As these contracts, however, are found to be generally necessary for the profitable and convenient letting of property by owners, and the occupation of their tenants, your Committee are of opinion that the owners should be made liable for the payments of the rates—

" 1st. Where the premises are let for a less period than a quarter of a year.

" 2nd. Where the rent reserved is payable at a shorter interval than a quarter of a year.

" 29. The other cases where an owner employs his property in an exceptional manner, to which the observations made above apply equally in principle, are—

" 1st. Where the owner furnishes the house and lets it for uncertain periods; thus, in fact, by means of his furniture occupying the house jointly with his tenant.

" 2nd. Where the owner lets a house in apartments, so that, in fact, there is no one occupier responsible for the rates on the whole house.

" 30. Your Committee recommend that, in those cases also, the owner should be made liable for the payment of the rates.

" 31. A qualification was introduced in the last case in the Act of 1867, by which it was confined to dwelling-houses, where the occupiers were not separately assessed; but this qualification is found to be inconvenient in its application, as it would render a separate valuation for every separate apartment necessary, and where only one apartment was so occupied, the rest of the house would be unprovided for; your Committee, therefore, think it is not desirable to maintain this qualification.

" 32. The absence of any just principle determining the assessment of owners has, no doubt, given rise to the idea that whenever an owner is assessed some allowance should be made to him, either on the valuation of the property for the purpose of the assessment, or in calculating the rate to be paid. This allowance has not been made on any definite principle or certain rule. It has varied in the most irregular manner, not merely on the scale of allowance, but sometimes has been greater on the lower rentals than on the higher, and at others, greater on the higher rentals than the lower within the limits of the composition. In the sudden change which took place after the Act of 1867, great difficulty appears to have been experienced in reconciling the amount of rating to be levied with that which had previously prevailed. The evidence taken by your Committee shows that the rates paid by the poorer class of tenants were considerably increased, and great dissatisfaction was in consequence felt.

" 33. In abolishing the practice of composition as it has hitherto existed, and substituting a uniform system of assessing the occupiers with the additional liability of the owners in the cases above noticed, it is requisite that great care should be taken to prevent the occupiers of dwellings of small annual value, or the owners, in cases where they are assessed, being subject to an undue share of public burdens. Wherever the owner lets his property for a short term, or at a weekly rent, or furnished, or in apartments, and is liable for the rates, he will necessarily charge such a rent as will insure him against all the contingencies from vacancy, insolvency, and cost of collection, to which the gross receipts from the property are exposed, the multiple of the weekly rent will be considerably in excess of that which he would receive if his property were let for a year or at a yearly rent to a solvent tenant, but this excess is the proper indemnity of the landlord for which he should not be liable to be rated. Therefore, in arriving at the gross estimated annual rental of property so dealt with, a considerable deduction would always have to be made from the multiple of a weekly or other short rental, to cover the risks and loss and the expense arising from the special employment of the property. In like manner, if it be found that property specially occupied is subject to greater wear and tear than that which is occupied under ordinary conditions by a tenant from year to year, allowance should be made for it in determining what deductions are necessary to keep it in a condition to command the same rent in future years. If, therefore, the law of valuation for the purposes of assessment be duly applied, your Committee see no reason why any deduction should be made, either from the annual value of the property, or from the rate itself, in consequence of the owner being made liable for its payment. The owner and occupier together, by whose contract they become liable to be rated, will pay precisely the same rate as the occupier of other property who is assessed alone on the rateable annual value.

" 34. It may be observed, with reference to the practice of making the assessment of the owner depend upon the annual value of property, that where it is let to a tenant for a

period co-extensive with that for which the rates are usually made, and the rent is reserved at periods when their payment is collected, the occupier stands in the same relation to the tax gatherer as to his landlord, and is equally able to pay his rates as his rent, and the landlord interposing no obstacle to the collection of the rates, there is no reason why he should be made liable for them. However small the rent may be, the rates will be small in proportion. Whilst, then, there is no sufficient reason for affording any special facility for relieving the occupier from the personal payment of them, or the rate collector from the trouble of collecting them, there are very serious objections to making the collection of rates, or their diminution or remission, dependent upon some particular amount of annual rent. Any such limit must be most unequal and arbitrary in its application. It leads to various contrivances in the construction and letting of houses for the express purpose of turning the law to the benefit of those for whom it was not intended, and to other abuses. Your Committee, therefore, think that there is no necessity for making any exceptional mode of assessment dependent on the annual value of the premises rated, and that the assistant overseers under the arrangements they have suggested, will find no difficulty in collecting quarterly rates from yearly occupiers, however small their rates may be.

"35. It remains to be considered how far the exercise of political rights is or should be affected by the arrangements we have suggested, or which now exist for the assessment and collection of local rates. Municipal and Parliamentary rights having been long associated in various ways with local taxation, by usage or statute, the Act of 1819, to which reference has already been made in allowing the liability for rates to be shifted from the occupier to the owner, guarded against any infraction of political rights by providing that the Act should not be applied where Parliamentary rights were dependent on the then existing mode of rating.

"36. The Parliamentary Reform Act of 1832 provided that an occupier's right of voting for Members of Parliament in cities and boroughs should be dependent upon his being rated to the relief of the poor, if there were any such rate, and upon the rates being paid within an appointed time, and where the owner was rated instead of the occupier, then that the occupier should be rated as well as the owner, without prejudice to any contract between the owner and occupier respecting the payment of the rates.

"37. Difficulties arose in the application of this Act where the owner was rated, as there was no provision for compelling the local authorities to insert the name of the occupier in the rate-book as a public duty: and when an occupier claimed to be rated, his claim was only in force for a year, he was liable to be re-assessed, and the contract for his occupation was thus liable to be disturbed. An Act was in consequence passed by which he might claim once for all to be rated and pay the same rate as his landlord was liable to pay under the composition, if it were not paid by the landlord himself.

"38. In the Reform of the Municipal Corporations in 1834, municipal rights of election were re-adjusted, and with subsequent modifications they are now enjoyed by each occupier for the requisite period who is rated for the municipal rates, whether or not the owner be rated also, provided the rates are paid at an appointed time by the owner or occupier.

"39. The Reform Act of 1867 has, however, placed the Parliamentary Elective Franchise, for the occupiers of dwelling-houses in cities and boroughs, on the new basis of the occupier being rated as an ordinary occupier to all rates for the relief of the poor, and *bonâ fide* paying an equal amount in the pound to that payable by other ordinary occupiers. Although it has not been legally decided, it is now generally admitted, that if the occupier be assessed to the requisite rates, the payment of them by the owner instead of the occupier, would be quite sufficient to entitle the occupier to the Elective Franchise under the Act; in effect, therefore, the Act provides that the occupier shall be liable to an equal poor rate in common with the other ratepayers, and that the rate shall be paid at the appointed time, either by himself or his landlord; but the evidence adduced before your Committee shows that in consequence of the sudden abolition of the system of compounding which then prevailed, the provisions in the Reform Act were not adequate to give practical effect to the right which it thus conferred on the occupiers of dwelling-houses.

"40. It appears from the evidence that the greatest vexation and inconvenience has ensued, and that where it is necessary to secure the due payment of the rates by assessing the owners, as recommended in the former part of this Report, it is also necessary to make some further arrangements to enable the occupiers of dwelling-houses to enjoy the franchise conferred upon them by the Act of 1867. The object of these recommendations is not to secure payment of rates, where the landlord has no desire to evade them, because there is sufficient evidence to show that in these cases the landlord spontaneously receives the rate from his tenant in his weekly rent, and pays it over in due time to the collector; but it is to prevent the less worthy landlord from so using his property as to obtain the largest income from it, and to evade the rates which are chargeable on its occupation. Nor is it the object to secure the payment of rates by many, who, though temporary tenants by contract, become, in fact, permanent tenants, and who, though they might be put to great inconvenience by being required to make quarterly instead of weekly payments, would nevertheless subject themselves, however unjustly, to this

this inconvenience; but the object in view is to prevent persons of less honesty taking advantage of the state of the law and the difficulty of more frequent collections to escape from the payment of their proper share of local burthens. It is equally unjust to sacrifice the ratepayer for the franchise as to sacrifice the franchise for the ratepayer, and the sacrifice is equally impolitic and vexatious when by a slight modification of the law it may be rendered unnecessary. Your Committee are therefore of opinion that their recommendations to insure the due payment of the rates in the particular cases before mentioned, ought not to stand in the way of the enjoyment of the elective franchise on the part of the occupiers of dwelling-houses who, being liable for the rates, pay their equal quota either directly to the collector or indirectly in their rent to their landlord, and that the spirit of the law would be sufficiently complied with by such occupiers being rated as well as their landlords, by which that liability would be fully secured.

"41. Lest it should be supposed that any inconvenience would arise from the owners and occupiers being both rated in any of the cases mentioned, it may be observed that it is already the law in the Reform Act of 1832, as well as other Acts, and it is only necessary to guard against either the owner or occupier being subject to any injustice in their relations to one another. In this there is no difficulty, as it is a necessary term of every contract for the occupation of property that either the owner or occupier shall pay the rates and taxes. In written contracts it is the common practice to express it, and in verbal ones it is either expressed or implied from some circumstances of the hiring well understood by the parties. It need therefore only be provided, as in the Reform Act of 1832, that the liability of the owner and occupier to the rate collector shall be without prejudice to their liabilities towards one another under their own contract, and that each of the parties to the contract shall have an adequate remedy against the other in case he be compelled to pay the local rates contrary to his agreement. The landlord can always protect himself by securing the rates in advance, with his rent; and if not, he can have the same powers of recovering them by distress from his tenant, so long as he suffers him to remain in possession, as he has for his rent. On the other hand, the tenant, if called upon to pay the rates contrary to his agreement, can remain in possession, and deduct them from his rent, or recover them from his landlord. Your Committee are of opinion that the elective franchise will thus be placed on a satisfactory footing; but as its security and enjoyment will much depend on the manner in which the local authorities perform their functions, the duty to be imposed upon the assistant overseers of reporting every occupier for assessment, and every change of occupation, should be regarded as one of the duties which they are required to perform in return for the emoluments they may receive as collectors of the rates, and should be enforced by a sufficient penalty. Nor would it be reasonable that persons otherwise entitled to the franchise should suffer from the culpable neglect of the parochial officers. It should therefore be provided, that when an occupier's name has been omitted from the rate-books by the default of the overseer or his assistant, and the occupier has in fact paid the rates, and in other respects fulfilled the conditions of the Reform Acts, he should be entitled to claim to be put on the register of electors.

"42. Finally, it will be observed, that under the recommendations already made, any occupier who obtains a remission of rates from the Board of Guardians will, by the existing law, be disqualified from the elective franchise; and in like manner, if he quit the premises occupied without paying his rates, either directly or indirectly, through his landlord, he should lose his right to vote in respect of such occupation.

"43. The conclusions at which your Committee have arrived are summed up in the following Resolutions, which will afford a sufficient basis for legislation; and they recommend Her Majesty's Government to submit measures to the House at an early period to carry them into effect.

"RESOLUTIONS.

"(1.) That every local authority entitled to raise any money by means of local rates should make a requisition on the overseer for the whole amount required to be paid, so far as the same can be estimated for the period of one year, commencing at a fixed period.

"(2.) That such requisition should be delivered to the overseer a reasonable time before the commencement of the year, to enable him to make a rate at that time.

"(3.) That such requisition should state the amounts which may be required for the several purposes, if more than one, for which rates are authorised by law to be made.

"(4.) That the overseer should, on receipt of all the requisitions made on him for the year, make one rate on the owners and occupiers, according to their liability to be rated, sufficient to satisfy all such requisitions.

"(5.) But when all the owners and occupiers are not liable to be rated uniformly for the purposes of all such requisitions, such entries shall be made in the rate-book as may be necessary to show such difference in the rate.

"(6.) That the rate should be payable by four equal quarterly payments, and be collected and enforced accordingly.

"(7.) That when any necessity shall arise during the year for any rate above the estimated annual charge, a special rate shall be made, and be collected with the next following quarterly payment.

"(8.) That a demand note should be left at the premises rated for each ratepayer, on the rate being made, stating the amount of the requisitions, the rate in the pound for each purpose for which the rate is made, the rateable value of the premises, the amount of the rate thereon, and of each quarterly payment.

"(9.) That the overseer should be empowered at any time after a rate has been allowed, to amend the rate-book, with the sanction of the justice, by omitting the name of any person unduly inserted, or inserting the name of any person unduly omitted.

"(10.) That where any premises, being vacant at the time of making the rate, shall become occupied before the next rate shall be made, or any change shall take place in the occupation during the year, the overseer shall make a supplemental rate in respect of such occupation.

"(11.) That the overseer should be at liberty to employ one or more assistant overseers to make and collect the rates for such remuneration, by way of salary or commission, as the local authority making the requisition shall consent to allow out of the amount thereof.

"(12.) That the overseer and assistant overseer should pay over the rate as collected, and account for the same and for arrears thereof, at such times and in such manner as may be prescribed by law, and the same should be enforced by a summary proceeding before two justices of the peace. That every change in the ownership and occupation of premises should be reported by the assistant overseer to the overseer, and every increase in the value of the premises should be reported to the Assessment Committee.

"(13.) That the law for excusing persons from the payment of rates should be repealed, and any claims for exemption from rates on the ground of poverty, should be regarded as claims for out-door relief, and should be dealt with accordingly.

"(14.) That the Commisssioners for the Assessment of Local Taxes, should deliver yearly to the overseer a schedule of the taxes to be collected from owners and occupiers in the parish (except the assessments of the special Commissioners of the Income Tax).

"(15.) That the overseer or assistant overseer should collect, account for, and pay over the taxes according to such directions as they may receive from the Board of Inland Revenue, on being allowed such per-centage thereon as is now allowed for the collection of taxes.

"(16.) That in case there should be any default either on the part of the overseer, owner, or occupier, in accounting for or paying the taxes, the amount due for taxes shall be paid out of any monies recovered in priority to the local rates.

"(17.) That the owner as well as the occupier should be rated in the following cases:—

"*a.* Where a tenement is let for a shorter period than a year.

"*b.* Where the rent reserved is to be paid at a shorter interval than a quarter of a year.

"*c.* Where the tenement is let furnished.

"*d.* Where the tenement is let in apartments.

"(18.) The owner should be deemed to be any person receiving or claiming the rent of any tenement, or receiving the same for the use of any corporation aggregate, or of any public company, or of any landlord or lessor, who shall be under disability; or for the use of any person who shall not be actually resident within 20 miles from the parish in which the tenement is situate.

"(19.) That when the owner and occupier are rated, the owner and occupier should be both liable for the payment of the rates to the overseer without affecting any contract between the owner and occupier respecting the same.

"(20.) That where premises are let for shorter periods than a year, or any rates or taxes (except landlord's property tax) are paid by the owner, the assessments should be carefully revised, so that in fixing the gross estimated rental under the Assessment Acts proper deductions should be made, both on account of such rates and taxes, and on account of the enhanced rent charged by the owner to cover the risk and cost of so dealing with his property.

"(21.) Where the owner is rated and gives the overseer notice of his intention to pay the rates, the demand note for the rates should be left at the owner's residence, if within the parish.

"(22.) That

"(22.) That when the owner is compelled to pay the rate contrary to his agreement with the occupier, he shall be entitled to recover the same by distress or action from the occupier, and when the occupier shall be compelled to pay the rates contrary to his agreement with the owner, he shall be entitled to deduct the same from his rent, or to recover the same, as well as damages, for any distress he may have suffered by action from the owner.

"(23.) That so much of any public or local Act as relates to compositions for rates for public purposes should be repealed.

"(24.) That any such rateable occupier of a dwelling-house for which the rates shall have been paid at the appointed time, shall be deemed qualified to vote under Sect. 3 of the Act, cap. 162, of 1867.

"(25.) That any occupier who shall have ceased to occupy any dwelling-house, and shall not have repaid the owner any rate to which such occupier was liable, shall not be entitled to vote in respect of such occupation.

"(26.) Where the overseer shall have omitted the name of any rateable occupier from the rate-book, and the name shall in consequence be omitted from the register of voters, the occupier on tendering the rates due, if any, shall be entitled to have his name inserted in the register of voters in respect of such his occupation."

Draft Report proposed by Sir *M. H. Beach*, read the first time, as follows:

"1. Your Committee have primarily directed their inquiries to the way in which various boroughs have been affected by the abolition of composition for poor rates under 'The Representation of the People Act, 1867,' and with this view they have taken evidence from the parishes of Bethnal Green, Shoreditch, and St. Pancras, in the metropolis; from Birmingham, Brighton, Bristol, Manchester, Northampton, Norwich, and Wolverhampton, as types of places in which various methods of composition formerly prevailed; from Exeter and Liverpool, which had adopted systems peculiar to themselves; from Stockport, where a kind of voluntary composition had been tried and given up; and from Sheffield and Oldham, where no composition ever existed. They have also circulated a series of questions on the same subject among all boroughs in England and Wales, from several of which replies have been received; and they have obtained much valuable information on the whole question of the assessment and collection of rates and taxes from Messrs. Lumley and Lambert, of the Poor Law Board, and from Mr. Sargent, of the Inland Revenue Department.

"2. From the evidence thus received, your Committee are of opinion that though such alterations in the existing law as are recommended in this Report, may probably hereafter be found expedient, they would not be justified in proposing any immediate interference with a system which has only been in operation for eight months in the first-mentioned boroughs, and which has been clearly shown to have worked well for many years past in other towns of a similar character. Moreover it is obvious that premature disturbance of the numerous fresh arrangements which have been so recently made between owners and occupiers in consequence of the alteration of the law, would lead to much confusion and annoyance.

"3. Any inquiry as to the result of the abolition of composition must of necessity be mainly directed to two points—

"1. Has the effect of the change been prejudicial to occupiers of small tenement property?

"2. Have the other ratepayers benefited by the collection of a greater proportion of the rate than could be obtained under the old system?

"4. It has been stated to your Committee that considerable dissatisfaction has arisen among the occupiers of small tenement property, owing to this alteration of the law; but it is obvious that any change in a matter so importantly affecting the social interests of great numbers of people, would, of necessity, at first cause much inconvenience to all parties concerned; and, in many cases, other causes have tended to foster a feeling of annoyance among the new ratepayers. Thus, at Birmingham, Brighton, Liverpool, and Wolverhampton, landlords have endeavoured to reap a pecuniary advantage from the change by exacting the same rents as they received when they themselves paid the rates; at Hulme and Northampton there has been a political agitation in connection with a more extended franchise; and, generally, there has been an objection on the part of the collectors to the increased trouble which they expected. But this annoyance appears even now to have greatly subsided, and, doubtless, some of it may be traced, as at Brighton and Wolverhampton, to the temporary existence of great distress among the working classes; or, as at Northampton, to some increase in the assessment of cottage property which had previously been considerably underrated.

Hagger 3763.

Thompson 1535.
Morris 2062-63.
Hagger 3609.
Walker 5406. 5517.
Griffiths 2783.
Parker 4619.

Thompson 1741.
Griffiths 2826.
Doggett 3871-2.
Tillett 4845-48.

Hemmings 2028.
Phillips 1150.
Parker 4619.

"5. There remains, however, a substantial inconvenience felt by the occupiers of this class of property in the payment of their rates, arising from the fact that the collection is often made in sums inconveniently large, and it is obvious that where a yearly rate is

levied the weekly tenant may often find a real difficulty in arranging for the payment of a rate made for a term so much longer than that of his own occupation. If this difficulty were obviated by a system of more frequent collection, it appears to be generally agreed that the main objection to personal assessment would be removed. Indeed, such a system as this, coupled with firmness on the part of the collector, appears to have been very successful at Stockport, where 4,800 out of 8,000 assessments are below 7 *l.* rental, and in 1866 only 315 *l.* was excused out of a rate of 9,504 *l.*

Voss 2451. Voss 2650. Doggett 3884. Tillett 4852. Parker 4697. Walker 5502. Chapman 5890. Chapman 5588. 5659.

"6. The system of excusal has also been brought under the notice of your Committee; as in consequence of all occupiers having now been rated, it has become necessary to summon before the magistrates many who had never been previously called upon by the collectors, amongst whom have been paupers and poor widows. This has caused considerable dissatisfaction, and has undoubtedly been attended with much hardship; to obviate which it has been suggested that excusals should be made by the overseers, guardians, or assessment committee, or by the vestry; which latter body in some places now possesses such a right. It is, however, important that no temptation should be given to the owners of cottage property, of whom these bodies are often largely composed, to exercise the power of excusal for their own personal advantage, and for this reason, although your Committee are of opinion that a more simple mode of excusal might be adopted to meet the cases to which they have referred, they consider that the ultimate decision should still rest with those who have civil jurisdiction in enforcing the payment of rates. It should be added, however, that in some cases, such as that of Shoreditch, a custom appears to have arisen among occupiers of all classes of neglecting to pay their rates until compelled to do so by the receipt of a summons; so that the number of summonses issued is not always a test of the difficulty of collection.

Doggett 3859. Tillett 4941. Thompson 1759. Tillett 4815. Jeffery 5034-36. Tillett 4928. Davis 2346. Voss 2618.

"7. Your Committee are of opinion that if the existing system were modified in the two points above referred to, no reasonable ground for dissatisfaction on the part of the occupiers of small tenement property would remain; while, on the other hand, the importance of the social advantages likely to result from personal assessment is proved by the testimony which has been given to the interest shown by this class in matters connected with local administration, in places where no system of composition has existed. Thus, at Stockport, the small ratepayers are stated to be vigilant, that all who can afford to pay their rates should do so, and that no improper person should receive parish relief; at Oldham the same kind of interest is manifested; while even in the short time that has elapsed since the abolition of composition, it appears that at Norwich and Hulme some action is likely to be taken on questions of expenditure, and other parochial matters, by those who were previously debarred from any interference of the kind. It is obvious that the likelihood of this interest being manifested is one of the main grounds upon which the old principle of liability of the occupier to the poor rate is based; and it is no slight objection to a system of composition, that under it such an interest is not only extinguished among the small occupiers, but that in the probable event of the non-residence of a large proportion of compounding landlords, the control of the rates may practically come to rest with a very small portion of those who actually pay them.

Chapman 5669-73. Wrigley 4307-8. Tillett 4781. Griffiths 2846. Griffiths 2837-41.

"8. Considerable inconvenience appears to have arisen in Sunderland and some other places, owing to an interpretation put by the parochial authorities on the words 'not separately rated' in Clause 7 of 'The Representation of the People Act, 1867,' by which they had considered themselves compelled to rate each apartment of a house to its separate occupier. This has not been the case in London and Norwich where such houses have still been rated to the landlords; and as the occupiers of this class of lodgings are the poorest and most changeable class of the population, it would appear advisable that the practice followed in London and Norwich should be generally adopted; and that all doubt on the subject should be set at rest by such an amendment in the law as might secure an uniform system throughout the country.

Lumley 426. Lambert 6280-82. Tillett 4913-14. Plaw 4096. Davis 2398.

"9. Your Committee have also carefully investigated the second point referred to; 'whether the other ratepayers have benefitted by the collection of a greater proportion of the rate than could be obtained under the old system?'

"10. On this head it should be observed that in some places where a yearly rate is made, none has been levied since the 29th of September last. This is the case at Manchester, though there the comptroller was of opinion that from 4,000 *l.* to 5,000 *l.* more would be collected under the new system, and that no serious difficulty would arise. In many other places the first rate is still in course of collection, and has not yet been closed: as for instance, Bethnal Green, Shoreditch, St. Pancras, Brighton, Bristol, Birmingham, Hulme, Liverpool, Norwich, and Wolverhampton; but in all these cases Bethnal Green is the only place where a loss is expected, and in all but Shoreditch, Brighton, and Liverpool, it is calculated that the additional amount received will be more than sufficient to cover any increase of expense attendant on the collection. In Northampton, where the rate had been finally closed, it was proved to your Committee that a considerable increase had been obtained on property formerly subject to composition.

Lings 3088. 3179. 3185. Voss 2642. Davis 2418. Plaw 4041. 4206. Hemmings 1900. Doggett 3839. Thompson 1649-51. Griffiths 2813. Hagger 3542. Tillett 4808. Phillips 1224, 1225. Voss 2644-45. Davis 2434. Hagger 3541. Hemmings 1906. Plaw 4206.

"11. Your Committee consider it necessary to direct attention to these results, inasmuch as in the first instance the collectors appear to have confidently anticipated that a loss would be the inevitable consequence of the change, and they would particularly refer to the

Doggett 3840-41, 3864.

the evidence of Mr. A. Morris, clerk to the Brighton guardians, which concluded with the following statement:

" '2131. I wish to add something to my evidence, in justice to one of the honourable Members for Brighton. Some little time ago he called the attention of the House to the question of the compounders, and on my authority he stated that it was expected that the change would involve the parish in a loss of about 3,000 *l.* a year in rates. As I stated in my evidence, up to last week I conscientiously believed, and was led by the collectors and others to believe, that it would result in such a loss. It is now found that it may not involve any loss, but that it may balance itself. As the honourable Member made that observation on my authority, I think that, in justice to him, I am bound to give that explanation.' Thompson 1738. Griffiths 2814. Tillett 4836. Phillips 1227–28. Parker 4607–8.

" 12. The facts quoted above relate to places formerly under a system of composition; but before disposing of this part of the question your Committee are desirous of calling attention to the comparatively small amount of losses sustained in the following places where the rates have been assessed on the occupier personally, and where no Compounding Act has been in force. In Oldham, out of 17,800 occupiers, the vast majority reside in houses under 10 *l.* rental; yet in this town, during the period of the cotton famine, the total loss on rates, amounting in the aggregate to 158,181 *l.*, was 21,584 *l.*; whereas if the Small Tenements Act had been in force it is calculated that 29,337 *l.* would have been lost to the parish, owing to the large amount of property that would have been entitled to an allowance for composition. In Stockport, from 1838 to 1850, when a kind of voluntary composition was in force, 60 per cent. only of the rates was collected on an average, as against 80 per cent. since that time on the personal assessment now existing. In Sheffield, where the district rate is compounded for at an allowance to the owners of 25 per cent. on houses of 7 *l.* rating and under, 5,800 *l.* was lost out of 54,000 *l.*; while on the poor rate not compounded for, 1,300 *l.* only is lost on a rate of 84,000 *l.* Wrigley 4424–25. Wrigley 4315–35. Chapman 5601–2. Saunders 831–839.

" 13. Your Committee are of opinion that the evidence clearly shows that, as a general rule, parishes are likely to benefit, in a financial point of view, by the abolition of composition; and it may be stated as another objection to that system, that besides the inevitable loss to the parish from the allowance made to the owners, there is reason to believe that property was often rated below its real value in order to bring it within the limit under which composition was allowed. It may appear to be of some advantage to the parish that landlords should pay some rate on a class of property which is often empty; but it is difficult to justify the principle by which tenements below a certain value are, if empty, subject to a burden from which those above that limit would, in such a case, be altogether exempt. Your Committee think that it would be better to follow the precedent of the house tax, under which houses unoccupied for three months are relieved from taxation. Tillett 4749. Parker 4678–88. Sargeant 6389–90.

" 14. Several witnesses have stated to your Committee, that where the occupiers were rated, voluntary arrangements have frequently been made between the owner and occupier for the payment of the full rate by the former. This plan appears to have been extensively adopted in boroughs not under Compounding Acts, and a similar arrangement is beginning to grow up in those boroughs where composition has been abolished. If this were universally carried out, the parish would, of course, receive nearly the full amount of the rate, and there would be no financial drawbacks to the existing system; but your Committee think that, judging from what happened at Manchester before the local Act was obtained, landlords may be indisposed to enter into such arrangements except for the better class of tenants; and thus the poorest may be left for the parish to collect from, and be eventually excused on the ground of poverty. This has not yet been the case to any large extent, as is proved by the small amount of rate excused in Stockport, Oldham, and Sheffield; but if, for the reason adverted to, such a system should be considerably extended, much of the lower class of property will become really exempt from the payment of any rate, and on this very ground the owner will be able to obtain a larger rent from his tenant, and thus make a profit out of the rate which the parish would lose. Your Committee have, for this reason, thought it desirable to include in their recommendations a scheme which will remedy such an evil, and ensure that all property, when beneficially occupied, should be liable to the payment of some rate. Lumley 353. 380. Trowbridge 2174. Chapman 5733. Hagger 3500. 3572. Doggett 3867. Plaw 4139. Parker 4572. Griffiths 2888. Lings 3196. Chapman 5658–59 Wrigley 4285. Hemmings 1901. Thompson 1703–4. Tillett 4926.

" 15. Your Committee think it right to draw attention to the necessity which now exists for the allowance of the rate by justices, who exercise a ministerial function only, and have no means of ascertaining the correctness of the rate. Your Committee are of opinion that this duty should be transferred to the guardians who have every facility for comparing the rate-book with the valuation list.

" 16. Much evidence has been given with respect to the number and variety of the rates which are now levied in some boroughs, and your Committee think that a less complicated system might advantageously be adopted. If local and Imperial taxation were levied on one general assessment, one poor rate made annually, and all other rates paid out of it upon orders of contribution, and the same collector appointed for all taxation upon property included in the assessment, much labour and inconvenience would be saved to the authorities having the making and collection of the rates, and to those who are called upon to pay them. Plaw 4235–37. Davis 2249–50. Voss 2590. Hagger 3758–60. Doggett 3957. Lings 3353.

" 17. Your Committee have agreed to the following Resolutions, as calculated to carry into effect the conclusions at which they have arrived:

Instalments.

" 1. That where a poor-rate exceeds 1 *s.* in the pound, the overseers, with the consent of the vestry, may determine that the rates assessed upon the occupiers of tenements, let at weekly rents, or at rents payable oftener than quarterly, shall be collected by instalments not exceeding the rate of 1 *s.* in the pound each.

" 2. That the person in occupation of any such tenement as aforesaid, when an instalment is appointed to be paid, shall be considered as actually rated at that time; and each instalment shall, so far as regards the liability of the occupier, be deemed to be a separate rate.

" 3. That, in addition to the rate-book now prescribed, a book, to be called " The Instalment Rate-book," shall be provided in a form to be ordered by the Poor Law Board, in which the name of each occupier, the amount of the rate, and the amount of each instalment, with the date at which it becomes payable, shall be entered; and, in the event of any change of occupation before an instalment becomes due, the overseers or collector shall enter in the instalment rate-book, the name of the person in occupation when the instalment becomes payable.

Excusals.

" 4. That, as soon as practicable after the allowance of a poor-rate, the overseers shall make out and lay before the vestry a list, to be called ' The Excused List,' containing the names of all persons in receipt of permanent relief, and of such female occupiers as, in consequence of their poverty, are unable to pay the rate.

" 5. That within seven days after the excused list has been approved by the vestry, the overseers shall give notice, in writing, to the owners of the several tenements in respect of which it is proposed that the rates shall be excused, of their intention to apply to the justices for their confirmation of the excusal.

Liability of owners.

" 6. That, after the excused list has been confirmed by the justices, the owner of each tenement affected by such excusal shall be liable for two-thirds of the rate thereon, and the amount shall be recoverable from him in the same manner as if the tenement had been occupied, and he had been the occupier at the time the rate was made.

" 7. That in like manner the owner of every tenement, the occupier of which has been excused payment of the rate, on the ground of poverty, by the justices, after summons issued for the recovery thereof, shall be liable to two-thirds of the rate, provided notice in writing has been given to him by the overseers of the time and place at which the summons would be heard.

Rating of houses let in separate apartments.

" 8. That the doubt with respect to the meaning of Section 7 of ' The Representation of the People Act, 1867,' which provides that where a dwelling-house or tenement shall be wholly let out in apartments or lodgings not separately rated, the owner shall be rated in respect thereof, shall be set at rest by an interpretation clause, providing distinctly that where any house is wholly let in separate apartments or lodgings, the rate shall be made in respect of the whole of such house upon the immediate lessor under whom such apartments or lodgings are held; and no tenant of any such apartment or lodgings shall be liable to be rated in respect thereof, unless he shall claim to be rated in respect of such occupation.

" 9. That the allowance of the poor-rate by justices shall be dispensed with, and, instead thereof, the rate shall be allowed by the guardians upon the certificate of the clerk to the Assessment Committee, that the rate, in so far as the value of the hereditaments therein assessed is concerned, is in conformity with the valuation list.

" 10. That every local authority entitled to raise any money by means of local rates shall make a requisition on the overseer for the whole amount required to be paid, so far as the same can be estimated, for the period of one year, commencing at a fixed period.

" 11. That such requisition shall be delivered to the overseer a reasonable time before the commencement of the year, to enable him to make a rate at that time.

" 12. That such requisition shall state the amounts which may be required for the several purposes, if more than one, for which rates are authorised by law to be made.

" 13. That the overseer shall, on receipt of all the requisitions made on him for the year, make one rate sufficient to satisfy all such requirements.

" 14. That the rate should be payable by four equal quarterly payments (except in cases where the system of instalments before referred to has been adopted), and should be collected and enforced accordingly.

" 15. That where any necessity shall arise during the year for any rate above the estimated annual charge, a special rate shall be made, and collected with the next following quarterly payment."

Draft Report proposed by Mr. *Shaw Lefevre*, read the first time, as follows:

" 1. Your Committee appointed to inquire into the assessment and collection of poor-rates and other local taxes in England and Wales, have in the first place directed their attention

attention to the effect produced by the Reform Act of 1867, on the collection of rates from occupiers of houses previously within the limits of Compounding Acts. The time which has elapsed since the passing of the Act is short. In some parishes, where it has been customary to levy and collect rates only once in the year, no rate has been yet collected; in others, the collection has not been completed; but your Committee have received sufficient evidence from towns affected by the Act to justify them in laying it at once before the House, with an expression of their opinion upon its bearing.

" 2. The 7th section of the Reform Act, which provided that owners should cease to be rated instead of occupiers, in respect of all parishes wholly or partly within a borough, put an end to the system of compounding, which, under the Small Tenements Act of 1850 and various Local Rates Acts, had been adopted, either wholly or in part, in all but 29 of the 200 Parliamentary boroughs. The number of householders affected by the change was 570,000, of whom 94,111 were occupiers of houses over 10 *l.* in value. The Small Tenements Act was restricted to the case of houses of the value of 6 *l.* or less, but numerous Local Acts applied the same principle to houses of a higher value; in some few cases as high as 15 *l.* or 20 *l.*

" 3. The reasons which led to the adoption of the system of compounding are to be found at length in the Report presented to Parliament in 1843 by the Poor Law Commissioners, Sir G. Cornewall Lewis, Sir Edmund Head, and Sir George Nicholls. After recommending that, in the case of houses let at a shorter term than one year, and of no greater value than —— *l.* sterling, the owners should be rated instead of the occupiers, they say— 280.

" ' The owners of small properties in towns universally understand the interest they have in making the tenancy such that the rate cannot be with any degree of certainty obtained from the occupiers, for the uncertainty in obtaining the rate generally begets a practice of omitting the property altogether, or at least not enforcing the liability with strictness. The practical exemption from rates, which is more or less the result, is immediately converted into a means of obtaining an increase of rent equivalent to the exemption, a process which in fact amounts to this: that the real taxpayers, in respect of one class of property, pay, besides their own contributions, an additional tax for the purpose of adding exactly the amount of that additional tax to the rent taken by the owners of the other class of property.' * * *

" ' Such a change as that suggested would probably be found sufficient to remove the existing complaints on this part of the subject, and would certainly secure the bulk of the ratepayers from the great loss they now incur, by the escape from taxation of the property occupied by poor persons.' * * *

" ' Among other inconveniences is that, in looking to the occupier for payment instead of looking to the receiver of the net rent, a poor and insolvent contributor is often looked to instead of a solvent one; a casual and fluctuating contributor, instead of a permanent and fixed one. The poor occupier escapes through his apparent inability to pay, and through a leniency and consideration towards him, which would be manifestly inapplicable to his landlord. Moreover, the rate, or a payment of it, is frequently lost, both at the beginning and at the end of the term of occupation of a fluctuating class of occupiers; and this loss is of course more frequent, in proportion to the shortness of the term, or as the change of occupiers is rapid, although in these cases the rent keeps its unvaried average, and the landlord is as permanently accessible, and his benefit as constant as that of the landlords of other kinds of property that do not escape their burdens. In other words, the sympathy towards the poorer class of tenants produces its advantages, not to them, but to their landlords; their occasional inability to pay brings relief, not to them, but to their landlords, and their more rapid change of abode serves, through the disguise of the tax as an occupier's tax, to render the permanent interest of their landlords inaccessible to taxation. Another inconvenience results from this: in order to catch the occupier, it is necessary to make the remedies very much more stringent than would be necessary if it were made clear to the occupier that what he paid in rate he would deduct in the rent.'

" 4. The Small Tenements Act enabled parishes, after its adoption by a majority in vestry, to rate the owners instead of the occupiers in the case of houses of the value of 6 *l.* and under; it also followed the example of the previous Local Rating Acts in permitting a rebate of not more than 50 per cent. of the rates to the owners, in consideration of their paying for empty houses, for cases of removals and insolvent tenants, and for the cost of collection. It will thus be seen that what is called ' compounding' involved two distinct operations; the one throwing upon the owners instead of the occupiers the legal responsibility for the rates, the other granting the owners a rebate or deduction from the rates, which was commonly 50 per cent., but under some Local Acts as high as 75 per cent.

" 5. In no case before your Committee, where compounding had been adopted, was any complaint made of the working of the system, either on the part of the parish officers, the owners of the higher class of property, or of the occupiers of houses compounded for. Although it appears to your Committee that in many cases the rebate allowed to owners was very high, amounting to an unfair exemption in favour of the lower class of property, no complaints have been made on this ground. Your Committee have not found that objections are made to the collection of other rates than the poor-rates from the landlords, which will in many cases still continue. There is reason to believe that the Small Tene-

ments Act would have been even more universally adopted had it not been that in many parishes a custom had grown up, under which, by arrangement between landlords, their
380–6. tenants and the parish officers, the owners of small tenements paid the full rate directly
Parliamentary Return. to the collectors, charging their tenants for it in the rent. A recent return shows that in the Parliamentary boroughs where no legal compounding was in force, such arrange-
1868–11. ments had been effected in the case of 98,000 out of the 237,000 householders below 10 *l.*
6185. At Exeter the landlords pay full rates for their tenants in respect of all houses under 6 *l.*,
2216. 1,300 in number. At Rochdale the return shows that there are 6,140 such cases; at York, 3,900; at Stockport, 1,720; and at Leeds, in the only parish where the Small Tenements Act has not been adopted, there are 5,600 such cases.

3474–89. "At Liverpool a voluntary system of compounding had been adopted; the owners of houses below 12 *l.* in value, to the number of 25,000, by arrangement with the parish officers, paid half the amount of the rates, and it was usual for the latter, under the provisions of a local Act, to excuse the occupiers the other half the rates. The arrangement does not appear to have been strictly legal, but it was never questioned. The difference between the case of Liverpool and that of Exeter and Rochdale was, that at the former the full rates not being paid, the occupiers were not entitled to vote in vestry or for the municipality; while at the latter, full rates being paid by the owners, those rights were lawfully exercised by the occupiers.

"6. The Reform Act of 1867 has abolished composition of rates to the extent of prohibiting any deduction or rebate to landlords; it has thrown the legal responsiblity upon the occupier; but it has not put an end to any existing customs or arrangements under which landlords pay full rates for their tenants. Where these arrangements have hitherto existed, as at Exeter, Rochdale, and other places, they now continue to exist, and the evidence before your Committee shows that the tendency is to multiply such cases. Owners in these cases are held to pay as agents for their tenants. On the other hand, the system adopted at Liverpool for the landlords to pay half the rates, and for the tenants to be excused the remainder, has shared the same fate as arrangements under the Small Tenements Act, and has been set aside.

"7. The evidence which your Committee have taken upon the results of the change of system, may be conveniently considered under two heads:

"(1.) The effect on the parish, having regard only to its interest in the collection of rates.

"(2.) Its effect on the occupiers of small tenements who are now personally charged with the full amount of poor's rate.

"(1.) As to the Collection of Rates:

"8. It has been shown in the evidence before your Committee, that although in most cases the collection of rates has been attended with increased expense, yet with few exceptions the parishes have not hitherto suffered from the change. The rebate allowed to owners who compounded for their tenants was, in most cases, as high as 50 per cent. The Reform Act, therefore, in general, doubled the amount of the rate upon individual householders. It is obvious that where half the occupiers below the line of compounding pay the full rate, the parish must receive as much as before the Act. The evidence shows that in very many cases the landlords have made new arrangements with their tenants to pay full rates for them; in others they have continued to pay half rates, leaving their tenants to pay the remainder; and doubtless these arrangements have greatly contributed to the result that, notwithstanding numerous excusals, losses from removals, empty houses or otherwise, the parishes have somewhat gained by the change.

4798. "At Norwich, where houses under 6 *l.* were assessed at only one-fourth of their value, and between 6 *l.* and 9 *l.* at one-third, there has been a gain of 500 *l.* upon a collection
4860. of rates of 9,000 *l.* Of 13,500 occupiers of houses formerly compounded for, 8,500 have themselves, or through their landlords, paid the full rates.

"At Birmingham, of 53,000 houses, 38,700 were under composition. A full rate of
1480–2. 2 *s.* in the pound would produce, from the small tenements, 23,200 *l.*; the composition rate, payable by the owners, amounted to only 10,500 *l.* It is expected by the local authorities, that under the first rate collected since the Act, 14,000 *l.* will be obtained, at an additional cost of collection of 1,600 *l.*, showing a gain of 3,500 *l.* Of the 39,000 householders, 15,000 had themselves, or through their landlords, paid in full, 6,000 had been excused, 5,300 remained to be apportioned, in consequence of removals, and 12,000 remained to be summoned.

1090. "At Brighton, where the composition rate was 50 per cent. less than the full rate, it is expected that a little more will be obtained at an increased cost of collection of 200 *l.*

3088. "At Manchester, where a rebate of 50 per cent. was allowed to landlords in respect of 32,000 houses under 10 *l.* in value, making a difference in the estimated rate of 15,000 *l.*, it is expected that 4,000 *l.* more will be collected under the new system. It has been stated, however, that it was the intention of the authorities to reduce the rebate allowed under composition to 25 per cent. The increase of receipts from this change would have been larger than that from abolition of compounding.

"At Liverpool the authorities will be satisfied if they receive the same amount as before the change from the 23,000 houses, formerly under a system of virtual though illegal composition.

"At

"At Wolverhampton there were 8,000 houses under composition; of these, about half were summoned for the first rate after the change, and were all excused, either the whole or a part of their rates. The rate collected has been rather more than before; the witness from this place adding, 'If you take 8,000 people, and forgive half of them, and make the others pay double what they paid before, the amount collected is the same, but it is very unjust to those who pay double.' 5539.

"9. At Oldham, where no composition has ever been in force, and where it does not appear that landlords have paid rates for their tenants, the collection of rates has been, except in years of distress, more than would have been the case under composition, supposing that 50 per cent. had been allowed to owners in respect of houses under 6*l.*, but not so much, supposing the rebate had been 25 per cent. only. It appears also, that there are exceptional causes at Oldham, arising from the fact that so large a number of the working classes own their houses, which facilitates the collection of rates. 4326-34. 4459-61.

"10. On the other hand, Bethnal Green presents a case where very great difficulty and loss have been experienced by the parish officers in collecting the rates. The rates are very high, and there has been want of employment, but the vestry clerk says that previous to the change they got the rates from the worst class of property with greater facility than from the best. Since the Act of last year they have met with an organised opposition. 2641.

"'The moment a collector is seen approaching, every door is shut; two or three times we have had recourse to the expedient of getting six policemen to accompany the collector, because it is actually dangerous to his life to attempt to distrain; and unless the landlord is in some way coaxed into it, there are certain parts in which we shall never get the rate.' 2641.
'The difficulty seems to be growing, for this reason; a man who has paid finds that his neighbour has not paid, and he meets the collector with the imprecation that he will see him damned before he pays again.' 2645.

"11. It is expected by some witnesses that after the new system has been longer in operation, collection of rates will become more easy (and that landlords will more frequently pay full rates for their tenants). The controller of Manchester says that, in his opinion, 'landlords will pay the full rates; they will not have their tenants disturbed. A landlord who does not pay his rates, will not have his houses so well occupied as one who does; the latter will have the choice of tenants, and therefore the landlord will pay the rates in self-defence.' On the other hand, it has been represented to us that many occupiers have only been induced to pay through the confident hope that compounding will be restored; and it should be noticed that the expectation of a more efficient collection of rates is for the most part dependent on the assumption that full rates will practically be paid by the landlords. 3172. 4849, 50.

"(2.) Effect of the Change upon the Occupiers of Houses formerly Compounded for.

"12. Nearly all the witnesses examined by your Committee have been parish officers, who naturally regard the question from the point of view of the interest of the parish as a whole, but their evidence has sufficiently brought out points affecting the individual interests of the occupiers of small tenements which were subject to the change. Almost without exception, an increased charge has accrued to these occupiers in the shape either of rates or rent. Previous to the Act of last year they paid rates in the form of rent weekly to their landlords. The Reform Act appears to have had regard to this when it provided in the 7th section that 'where the occupier, under a tenancy subsisting at the time of the passing of the Act, of any house which has been let to him free from rates, is rated, and has paid rates in pursuance of this Act, he may deduct, from any rent due or accruing due from him in respect of the said dwelling-house or other tenement, any amount paid by him on account of the rates to which he may be rendered liable by this Act.'

"13. The evidence, however, given to your Committee shows that whatever may be the true principle affecting rents, or whatever may be the ultimate result of the change, the immediate effect of the Act has been an additional charge to the occupiers, in the shape of rent or rates.

"Your Committee can find no case in which the occupier has been able, under the 7th section of the Reform Act, after having paid the full rates, to deduct them from the rent due to his landlord. The occupiers of houses, formerly compounded for, are, with rare exceptions, weekly tenants; and in practice it has been found that the intention of the tenant to pay full rates and to deduct them from his rent has been met at once by notice to quit; thus creating a new tenancy. At Hulme the owners of small tenements under composition met, shortly after the passing of the Act, and discussed the effect of this clause. The conclusion they arrived at was, immediately to give notice to their tenants to quit, in order to create new tenancies, and to avoid the operation of this clause; accordingly, 11,000 notices to quit were issued. The same example was followed in other places. It may be assumed, therefore, generally, that the effect of the Act was to create new tenancies in the case of all the occupiers within the operation of compounding Acts. 2877-8. 1144. 4932.

"14. Your Committee find that in very numerous cases arrangements were speedily made between the landlords and tenants of these small houses, under which the landlords agreed to pay full rates for their tenants instead of the compounded rates; but in all

such cases rents were raised by the amount of the difference between the old and new rate.

3879. "In Bristol a large majority of landlords have already made arrangements with their tenants to pay full rates, increasing their rents in proportion; and it is believed that the sytsem will become general.

2823. "At Birmingham owners are making arrangements of the same nature.

3028. "At Hulme the owners of 8,823 out of the 11,000 houses already alluded to have already agreed to pay full rates for their tenants. It appears that the landlords, at the meeting referred to, pledged themselves to carry out its spirit, and to throw upon the occupiers the onus of personal payment of rates; but they afterwards gave way to the pressure of the overseers and their tenants, and have adopted the plan of paying full rates, and collecting them through their rents. The same has also occurred at Salford.

"At nearly all the places from which evidence has been received, arrangements of this nature have been more or less adopted. At Wolverhampton they were to some extent prevented, by the fact that a new tenancy would have deprived owners of their right to distrain for arrears of rent which, owing to the state of trade, were generally due.

"15. In many other cases landlords have continued to pay to the parish officers the composition rates payable previously to the Act, leaving their tenants to pay the balance of the rate now due; the rent has in these cases remained as before. In some of these the landlords have refused to pay their share until the tenants have paid the extra amount caused by the change in the law; in others the parish officers or magistrates have excused the tenants the remaining portion unpaid by the landlords.

"In further cases, new arrangements have been made between landlords and tenants, under which the rents have been reduced by the amount of the old composition rate, the tenants taking upon themselves the payment of the full rate demanded under the new system.

"16. In other and not unfrequent cases, the landlords have declined to make fresh arrangements with their tenants, or to pay any portion of the rates, leaving their tenants to pay the full rates, and the same rent as before the Act. The change of the system has, almost without exception, brought an increased charge upon the tenants. In the case

2068. of women, this increased charge has not been accompanied by any prospect of a vote, and has therefore been the source of great discontent. In the case of male occupiers, much disappointment has been caused by finding that the prospect of a vote was attended by an increase of rate or rent.

"17. In the numerous cases of excusal which have been permitted in many boroughs, the landlords have, in fact, benefited to the extent of the composition rate, and the tenant has only gained by the excusal the difference between this and the full rate. In Norwich alone, where the deductions allowed to landlords under a local Act were very great, and where consequently the effect of the change has been severely felt, 1,920 persons were excused the payment of rates by the Assessment Committee. The landlords in these cases have made no reduction of their rents; they have therefore derived the benefit of the excusal to the extent of the old composition rate, and the tenants have been virtually

4994–6. excused only the difference between the new rate and the old one. Mr. Tillet, one of the guardians of the poor, says, in reference to this:—'We all consider it a most atrocious

1945. thing that the landlords should get the benefit of these poor people being excused on the ground of poverty: "We let off that poor woman, and the landlord pockets the money," has been the common expression on the Assessment Committee.' At Brighton, in 1,300

1339. cases of excusal, no reduction of rent has taken place, and 400 *l.*, the amount of the old rate in respect of these houses, has remained in the hands of landlords. At Wolverhampton, where 1,000 occupiers have been wholly excused, there has also been no reduction of rent.

"18. The evidence before your Committee also points to the personal inconvenience of the occupiers of small houses from the change in the system. Their tenancies are, for the most part, by the week; their wages are received weekly, their rent and all their ordinary outgoings are paid weekly.

5088–90. "In many places the artizans change their residence very frequently, moving from one part of the town to another, so as to be near their work, or for the purpose of avoiding troublesome neighbours. Continuous residence is by no means a certain test of respectability; it is to many persons of the greatest convenience to be able to remove on the shortest notice to their landlords, and it is represented that any system of taxation which acts as an inducement to them to fix themselves permanently in the same house is likely to be injurious.

4852. "It has further been stated, that very many occupiers who do not object to pay rates weekly in the shape of rent to their landlords are unable to pay a quarterly or half-yearly sum for rates amounting often to two or three weeks' rent. They feel harassed by the call of the rate collector, and are anxious to escape either by removing from the parish or into lodgings, or by putting pressure upon their landlords to let their houses free of rates. In some places the rates have only been collected with considerable severity; in almost all where compounding existed, summonses have been very numerous, and the magistrates have felt compelled to excuse many who were perfectly well able to pay in the shape of rent.

"19. It has been stated to your Committee, in the case of Stockport and Oldham, that the

the ratepaying occupiers of small houses take an interest in the local administration, and are vigilant in regard to the expenditure on relief of the poor; and it has been alleged, as an argument against composition, that occupiers of houses subject to it lost this interest, because, paying rates weekly in the shape of rent to their landlords, and not personally every half-year to the collector, they were indifferent to the amount of the rates. It is to be observed, however, that the same objection may be made to all these arrangements between landlords and tenants for payment of rates in full by the former, arrangements which, it has been already pointed out, are extensively adopted in places where composition did not exist, even including Stockport itself, and which are being substituted largely for that system. In such cases, the rates being paid in full by the landlord, the tenants are entitled to all franchises based on ratepaying, including that under the Reform Act of 1867. Your Committee see no reason to believe that occupiers under these arrangements will feel more interested in local affairs, or in reducing local expenditure, than they were under the system of composition. In both cases full rates are paid by the tenants in the shape of rent. On the other hand, in both cases, the test of personal responsibility in being able to pay the rate half-yearly, and of providence in laying by sufficient for this purpose, is absent.

"20. The general result of the evidence submitted to your Committee is to the effect that on the one hand the late change in the law has failed to secure the advantages, whatever they may be, of personal liability to rates, as, practically, private arrangements between tenants and landlords, under which rates continue to be paid in the rent, have left tenants in the same indirect relation to rates as before; and on the other hand that there is considerable risk that the abolition of compounding, with its allowances to the owners of poor property, may be partially neutralised by the far more objectionable system of wholesale excusals. To the ratepayer himself the main result of the change, as we may gather from the evidence, has been that he pays higher rates in his rent than before, but without any increased sense of responsibility as a personal ratepayer. If, on the other hand, measures should be taken to bring that liability home to him, then, in all cases where the occupier is a weekly tenant, he will feel that he is called upon by law to pay rates in advance for a time far exceeding his own tenure, a demand which is manifestly unjust.

"21. Apart from all questions relating to the franchise, which your Committee consider to be beyond their province, they are of opinion that the rating of occupiers of houses below a certain value, and let by the week, is attended with difficulties, which render the evasion of the law almost certain. Composition, payment of full rates through the landlords (nominally as the agents of the tenants), excusals of rates, are all indirect means of evading a difficulty which, so long as rates are levied on this class of property, can only be met directly by making the owners liable for the rates in all cases by a general law. If considerations connected with the franchise should render such a volution impossible, your Committee is of opinion that it is urgently necessary to place the system of excusals on a more certain and uniform basis, and to divide the rates into smaller instalments; but such changes would only mitigate to a slight extent the inconveniences and hardships which apparently are inseparable from any system under which weekly tenants are looked to for the payment of annual, or even quarterly rates."

Resolutions to be proposed by Mr. *Kekewich*, read, as follows:

"That two rate books be kept.

"1st. The General Rate Book, in which shall be entered the description and extent of the property assessed, the name of the owner, and the name of the occupier, gross estimated rental, rateable value, the rate in the £. for the poor rate, county rate, highway rate, borough rate, and all local rates.

"2nd. The Receipt Rate Book to contain the rate in the £., the total of rate to be levied for poor rate, county rate and all local rates, and a receipt column, whether the amount of rate be received yearly or quarterly by the collector, and the grounds (if any) of non-payment.

"The rate to be allowed by the Assessment Committee or Vestry, and to be signed by the chairman, the overseer having first signed it, and declared that, to the best of his belief, the rate is correct; and if there be any objection to the rate, it be referred to the Union Assessment Committee.

"That all rates be paid in full, and no deduction allowed on the ground of poverty or loss of work.

"When the rateable value is 5 *l.* and under, the occupier to be subject to the payment of one-half of the rate and the owner of one-half: above that value, the occupier only to be rated, but this is not to affect any agreement between the occupier and owner for the payment of the full rate.

"Where the half rate is paid by the occupier he may deduct it from the rent."

Resolution to be proposed by Mr. *Paull*, read, as follows:

"In every case where an occupier of rateable property shall claim excusal on the ground of inability to pay a rate by quarterly instalments, then a demand note shall be sent to the

owner of such property, and he shall be liable for and shall pay such rate and be entitled to recover the same from the occupier; and such excused occupier shall not be deemed qualified to vote under the Representation of the People Act, 1867."

Motion made, and Question proposed, "That the Draft Report proposed by the Chairman be now read a second time, paragragh by paragraph"—(Mr. *Goldney*).—Amendment proposed, to leave out the words "the Chairman," in order to insert the words "Sir M. H. Beach"—(Sir *M. H. Beach*)—instead thereof.—Question put, That the words "the Chairman" stand part of the Question.—The Committee divided:

Ayes, 10.	Noes, 6.
Mr. Woodd.	Mr. Hodgkinson.
Mr. Lefevre.	Mr. Powell.
Mr. Bright.	Sir M. H. Beach.
Mr. St. Aubyn.	Mr. Hardy.
Mr. Villiers.	Colonel Hogg.
Mr. Goldney.	Mr. Floyer.
Mr. Kekewich.	
Mr. Paull.	
Mr. Trevelyan.	
Mr. Goschen.	

Main Question put, and *agreed to.*

The Committee postponed the consideration of Paragraphs 1—43, and proceeded with the proposed Resolutions included in the Draft Report.

Motion made, and Question, "(1.) That every local authority entitled to raise any money by means of local rates should make a requisition on the overseer, or other proper officer, for the whole amount required to be paid, so far as the same can be estimated for the period of one year, commencing at a fixed period"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(2.) That such requisition should be delivered to the overseer, or other such officer, a reasonable time before the commencement of the year, to enable him to make a rate at that time"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(3.) That such requisition should state the amounts which may be required for the several purposes, if more than one, for which rates are authorised by law to be made"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(4.) That the overseer should, on receipt of all the requisitions made on him for the year, make one consolidated rate sufficient to satisfy all such requisitions"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(5.) But when all property described in the rate-book is not liable to be rated uniformly for the purposes of all such requisitions, such entries shall be made in the rate-book as may be necessary to show such difference in the rate"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(6.) That the rate should be payable by not less than four equal quarterly payments, and be collected and enforced accordingly"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(7.) That when any necessity shall arise during the year for any rate above the estimated annual charge, a special rate shall be made, and be collected with the next following payment"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(8.) That a demand note should be left with each ratepayer, on the rate being made, stating the amount of the requisitions, the rate in the pound for each purpose, and the period for which the rate is made, the rateable value of the premises, the amount of the rate thereon, and of each payment"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(9.) That the overseer should be empowered, at any time after a rate has been allowed, to amend the rate-book, with the sanction of the justice, by omitting the name of any person unduly inserted, or inserting the name of any person unduly omitted"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(10.) That where any premises, being vacant at the time of making the rate, shall become occupied before the next rate shall be made, or any change shall take place in the occupation during the year, the overseer shall make a supplemental rate in respect of such occupation"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(11.) That paid collectors shall be employed where necessary to collect the rate, for such remuneration, by way of salary or commission, as the local authority making the requisition shall consent to allow out of the amount thereof"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(12.) That the overseer and collecting officer should pay over the rate as collected, and account for the same and for arrears thereof, at such times and in such manner as may be prescribed by law, and the same should be enforced by a summary proceeding before two justices of the peace"—(The *Chairman*)—put, and *agreed to.*

"That

"That every change in the ownership and occupation of premises should be reported by the collecting officer to the overseer, and every increase in the value of the premises should be reported to the Assessment Committee"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(14.) That the Commissioners for the Assessment of Local Taxes, should deliver yearly to the overseer, or other proper officer, a schedule of the taxes to be collected from taxpayers in the parish (except the assessments of the special Commissioners of the Income Tax)"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(15.) That the collecting officer should collect, account for, and pay over the taxes according to such directions as they may receive from the Board of Inland Revenue, on being allowed such per-centage thereon as may be allowed for the collection of taxes"—(The *Chairman*)—put, and *ageed to.*

Motion made, and Question, "(16.) In the event of any loss arising from the insolvency of a person liable for both rates and taxes, or from the embezzlement of a collector, the priority of claim on the part of the Crown on the available fund should be preserved, subject to which the loss should be borne rateably out of the several requisitions for which the consolidated rate was imposed"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question proposed, "(17.) That the owner as well as the occupier should be rated in the following cases:—

"*a.* Where a tenement is let for a shorter period than a quarter of a year.
"*b.* Where the rent reserved is to be paid at a shorter interval than a quarter of a year.
"*c.* Where the tenement is let furnished.
"*d.* Where the tenement is let in apartments"—

(The *Chairman*).—Amendment proposed, to leave out the words, "as well as the occupier"—(Mr. *Lefevre*).—Question put, "That the words proposed to be left out stand part of the Question."—The Committee divided:

Ayes, 10.	Noes, 6.
Mr. Hodgkinson.	Mr. Lefevre.
Mr. Woodd.	Mr. Bright.
Mr. Powell.	Mr. St. Aubyn.
Sir M. H. Beach.	Mr. Villiers.
Mr. Hardy.	Mr. Trevelyan.
Mr. Goldney.	Mr. Goschen.
Mr. Kekewich.	
Colonel Hogg.	
Mr. Floyer	
Mr. Paull.	

Another Amendment proposed, to leave out the words, "where the tenement is let for a shorter period than a quarter of a year"—(Mr. *Hardy*).—Question put, "That the words proposed to be left out stand part of the Question."—The Committee divided:

Ayes, 7.	Noes, 9.
Mr. Hodgkinson.	Mr. Woodd.
Mr. Lefevre.	Mr. Powell.
Mr. Bright.	Sir M. H. Beach.
Mr. St. Aubyn.	Mr. Hardy.
Mr. Villiers.	Mr. Paull.
Mr. Trevelyan.	Mr. Goldney.
Mr. Goschen.	Mr. Kekewich.
	Colonel Hogg.
	Mr. Floyer.

Another Amendment proposed, to leave out the words, "where the rent reserved is to be paid at a shorter interval than a quarter of a year"—(Mr. *Hardy*).—Question put, "That the words proposed to be left out stand part of the Question."—The Committee divided:

Ayes, 7.	Noes, 9.
Mr. Hodgkinson.	Mr. Woodd.
Mr. Lefevre.	Mr. Powell.
Mr. Bright.	Sir M. H. Beach.
Mr. St. Aubyn.	Mr. Hardy.
Mr. Villiers.	Mr. Goldney.
Mr. Trevelyan.	Mr. Kekewich.
Mr. Goschen.	Colonel Hogg.
	Mr. Floyer.
	Mr. Paull.

Main Question, as amended—put, and *negatived.*

Motion made, and Question, "That the owner should be rated in the following cases:—*a.* Where the tenement is let furnished. *b.* Where the tenement is let in apartments"—(The *Chairman*)—put, and *agreed to.*

[Adjourned till Friday next, at Twelve o'clock.

Friday, 12*th June* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Hodgkinson.	Mr. Hibbert.
Mr. Lefevre.	Colonel Hogg.
Mr. Woodd.	Mr. Secretary Hardy.
Mr. St. Aubyn.	Mr. Floyer.
Mr. Powell.	Mr. Paull.
Mr. Villiers.	Mr. Kekewich.
Sir M. H. Beach.	Mr. Goschen.
Mr. Goldney.	Mr. Trevelyan.

Motion made, and Question, That "(18.) The owner should be deemed to be any person receiving or claiming the rent of any tenement, or receiving the same for the use of any corporation aggregate, or of any public company, or of any landlord or lessor, who shall be under disability; or for the use of any person who shall not be actually resident within 20 miles from the parish in which the tenement is situate"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question proposed, "That where the rate exceeds 1*s.* in the pound, the overseers, or other proper officer, may determine that the rates assessed upon the occupiers of tenements, let at weekly rents, or at rents payable oftener that quarterly, shall be collected by instalments not exceeding the rate of 1*s.* in the pound each"—(Sir *M. H. Beach*).—Amendment proposed, to leave out from the words "the overseers" to the end of the Question, in order to add the words "person in occupation of any tenement let at a rent payable oftener than quarterly, may elect to pay the rate by monthly instalments"—(Mr. *Hibbert*), instead thereof.—Question, That the words proposed to be left out stand part of the Question—put, and *negatived.*—Words added.—Main Question, as amended—put, and *agreed to.*

Motion made, and Question, "That, in addition to the rate-book now prescribed, a book, to be called 'The Instalment Rate-book,' shall be provided in a form to be prescribed by the Poor Law Board, in which the name of each occupier electing to pay monthly the amount of the rate, and the amount of each instalment shall be entered, and the time when payable"—(Sir *M. H. Beach*)—put, and *agreed to.*

Motion made, and Question proposed, "(13.) That the law for excusing persons from the payment of rates should be repealed"—(The *Chairman*).—Amendment proposed to leave out from the word "That" to the end of the Question, in order to add the words, "the power of excusing persons from the payment of rates should be transferred to the Board of Guardians"—(Mr. *Hibbert*).—Question, That the words proposed to be left out stand part of the Question—put, and *negatived.*—Question put, That those words be there added.—The Committee divided:

Ayes, 9.	Noes, 5.
Mr. Hodgkinson.	Mr. Powell.
Mr. Goschen.	Mr. Villiers.
Mr. Lefevre.	Sir M. H. Beach.
Mr. Woodd.	Colonel Hogg.
Mr. St. Aubyn.	Mr. Kekewich.
Mr. Hardy.	
Mr. Goldney.	
Mr. Hibbert.	
Mr. Floyer.	

Another Amendment proposed, after the word "Guardians," to insert the words, "and any allowance of exemption from rates on the ground of poverty should be considered as out-door relief"—(Mr. *Hibbert*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 7.	Noes, 7.
Mr. Hodgkinson.	Mr. Lefevre.
Mr. Goschen.	Mr. St. Aubyn.
Mr. Woodd.	Mr. Powell.
Mr. Hardy.	Mr. Villiers.
Mr. Goldney.	Sir M. H. Beach.
Mr. Hibbert.	Colonel Hogg.
Mr. Floyer.	Mr. Kekewich.

Whereupon the Chairman declared himself with the *Ayes.*

Main

Main Question, as amended, put.—The Committee divided:

Ayes, 7.	Noes, 7.
Mr. Hodgkinson.	Mr. Lefevre.
Mr. Goschen.	Mr. St. Aubyn.
Mr. Wood.	Mr. Powell.
Mr. Hardy.	Mr. Villiers.
Mr. Goldney.	Sir M. H. Beach.
Mr. Hibbert.	Colonel Hogg.
Mr. Floyer.	Mr. Kekewich.

Whereupon the Chairman decared himself with the *Ayes*.

Motion made, and Question proposed, "That the owner of every tenement, the occupier of which has been excused payment of rate on the ground of poverty, shall be liable to two-thirds of the rate"—(Sir *M. H. Beach*).—Question put.—The Committee divided:

Ayes, 8.	Noes, 7.
Mr. Woodd.	Mr. Hodgkinson.
Mr. Powell.	Mr. Goschen.
Mr. Villiers.	Mr. Lefevre.
Sir M. H. Beach.	Mr. St. Aubyn.
Mr. Hardy.	Mr. Goldney.
Colonel Hogg.	Mr. Hibbert.
Mr. Floyer.	Mr. Kekewich.
Mr. Paull.	

Motion made, and Question, "(20.) That where premises are let for shorter periods than a year, the assessments should be carefully revised, so that in fixing the gross estimated rental under the Assessment Acts proper deductions should be made from the enhanced rent charged by the owner to cover the risk and cost of so dealing with his property"—(The *Chairman*)—put, and *agreed to*.

Motion made, and Question, "(22.) That when the owner is compelled to pay any portion of the rate contrary to his agreement with the occupier, he shall be entitley to recover the same by distress or action from the occupier; and when the occupier shall be compelled to pay the rates contrary to his agreement with the owner, he shall be entitled to deduct the same from his rent, or to recover the same, as well as damages, for any distress he may have suffered by action from the owner"—(The *Chairman*)—put, and *agreed to*.

Motion made, and Question proposed, "(23.) That so much of any public or local Act as relates to compositions for rates for public purposes, should be repealed"—(The *Chairman*).—Whereupon, Motion made, and Question put, That this proposed Resolution be postponed—(Mr. *Goschen*).—The Committee divided:

Ayes, 4.	Noes, 5.
Mr. Goschen.	Mr. Powell.
Mr. Lefevre.	Sir M. H. Beach.
Mr. St. Aubyn.	Mr. Goldney.
Mr. Hibbert.	Mr. Floyer.
	Mr. Paull.

Original Question put.—The Committee divided:

Ayes, 5.	Noes, 4.
Mr. Powell.	Mr. Goschen.
Sir M. H. Beach.	Mr. Lefevre.
Mr. Goldney.	Mr. St. Aubyn.
Mr. Hibbert.	Mr. Floyer.
Mr. Paull.	

[Adjourned till Monday next, at Twelve o'clock.

Monday, 15*th June* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Lefevre.	Mr. Floyer.
Mr. Woodd.	Mr. Paull.
Mr. Powell.	Mr. Villiers.
Sir M. H. Beach.	Mr. Goschen.
Mr. Goldney.	Mr. St. Aubyn.
Colonel Hogg.	Mr. Trevelyan.

Motion, and Question, "That the Board of Guardians, before hearing any application of an occupier for excusal, shall give notice to the owner of the tenement occupied of the time and place appointed for hearing the application"—(Sir *M. H. Beach*)—put, and *agreed to.*

Motion made, and Question, "But the occupier should be permitted to claim to be rated and be rated in manner prescribed by the existing law"—(The *Chairman*)—put, and *agreed to.*

Motion made, and Question, "(19.) That when the owner and occupier are rated, the owner and occupier should be both liable for the payment of the rates to the overseer without affecting any contract between the owner and occupier respecting the same"—(The *Chairman*)—proposed;—and by leave withdrawn.

Motion made, and Question, That "(21.) Where the owner is rated and gives the overseer notice of his intention to pay the rates, the demand note for the rates should be left at the owner's residence, if within the parish"—(The *Chairman*)—proposed;—and by leave withdrawn.

Motion made, and Question, "(24.) That any such rateable occupier of a dwelling-house for which the rates shall have been paid at the appointed time, shall be deemed qualified to vote under Sect. 3 of the Act, cap. 162, of 1867"—(The *Chairman*)—proposed;—and by leave withdrawn.

Motion made, and Question "(25.) That any occupier who shall have ceased to occupy any dwelling-house, and shall not have repaid the owner any rate to which such occupier was liable, shall not be entitled to vote in respect of such occupation"—(The *Chairman*)—proposed;—and by leave withdrawn.

Motion made, and Question, That "(26.) Where the overseer shall have omitted the name of any rateable occupier from the rate-book, and the name shall in consequence be omitted from the register of voters, the occupier on tendering the rates due, if any, shall be entitled to have his name inserted in the register of voters in respect of such his occupation"—(The *Chairman*)—proposed;—and by leave withdrawn.

Motion made, and Question put, "That as the foregoing Resolutions would have the effect of making the payment of all local rates instead of the poor rate only, a condition of exercising the elective franchise, the provisions of the Reform Act of 1867, which make the elective franchise dependent on the payment of rates, would require reconsideration, with a view to prevent the disfranchising effect which would otherwise follow"—(Mr. *Lefevre*).—The Committee divided:

Ayes, 5.	Noes, 7.
Mr. Lefevre.	Mr. Woodd.
Mr. Villiers.	Mr. Powell.
Mr. Goschen.	Sir M. H. Beach.
Mr. St. Aubyn.	Mr. Goldney.
Mr. Trevelyan.	Colonel Hogg.
	Mr. Paull.
	Mr. Floyer.

Postponed paragraphs considered.

Paragraphs 1—15, *agreed to*; some with amendments.

Paragraphs 16 and 17, *postponed.*

Paragraphs 18—21, *agreed to*; some with amendments.

Paragraph 22:—Amendments made.—Another Amendment proposed, after the word "rate," to add the words, "it also followed the example of the previous Local Rating Acts in permitting a rebate of not more than 50 per cent. of the rates to the owners, in consideration of their paying for empty houses, for cases of removals and insolvent tenants, and for the cost of collection. It will thus be seen that what is called 'compounding' involved two distinct operations; the one throwing upon the owners instead of the occupiers the legal responsibility for the rates, the other granting the owners a rebate or deduction from the rates, which was commonly 50 per cent., but under some local Acts as high as 75 per cent."—(Mr. *Lefevre*).—Question, "That those words be there added."—The Committee divided:

Ayes, 4.	Noes, 5.
Mr. Lefevre.	Mr. Woodd.
Mr. Goschen.	Mr. Powell.
Mr. Floyer.	Sir M. H. Beach.
Mr. St. Aubyn.	Colonel Hogg.
	Mr. Paull.

Amendment

Amendment proposed, after paragraph 22, to insert the following paragraph in the Draft Report:—"In many parishes where the Small Tenements Act has not been adopted, a custom has grown up, under which, by arrangement between landlords, their tenants and the parish officers, the owners of small tenements paid the full rate directly to the collectors, charging their tenants for it in the rent. A recent return shows that in the Parliamentary boroughs where no legal compounding was in force, such arrangements had been effected in the case of 98,000 out of the 237,000 householders below 10 *l.* At Exeter the landlords pay full rates for their tenants in respect of all houses under 6 *l.*, 1,300 in number. At Rochdale the return shows that there are 6,140 such cases; at York 3,900, at Stockport 1,720, and at Leeds, in the only parish where the Small Tenements Act has not been adopted, there are 5,600 such cases.

"At Liverpool a voluntary system of compounding had been adopted; the owners of houses below 12 *l.* in value, to the number of 25,000, by arrangement with the parish officers, paid half the amount of the rates, and it was usual for the latter, under the provisions of a local Act, to excuse the occupiers the other half of the rates. The arrangement does not appear to have been strictly legal, but it was never questioned. The difference between the case of Liverpool and that of Exeter and Rochdale was, that at the former, the full rates not being paid, the occupiers were not entitled to vote in vestry or for the municipality; while at the latter, full rates being paid by the owners, those rights were lawfully exercised by the occupiers"—(Mr. *Lefevre*).—Question, That this paragraph be inserted in the Draft Report,—put, and *agreed to.*

Paragraph 23, amended, and *agreed to.*

Paragraph 24, amended, and *agreed to.*

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 18*th June* 1868.

MEMBERS PRESENT:

Mr. AYRTON in the Chair.

Mr. Lefevre.	Mr. Paull.
Sir M. H. Beach.	Mr. Goschen.
Mr. Woodd.	Mr. Hardy.
Mr. Powell.	Mr. Goldney.
Mr. Kekewich.	Colonel Hogg.
Mr. Floyer.	Mr. St. Aubyn.

Postponed paragraphs 16 and 17, amended, and *agreed to.*

New paragraph inserted.

Amendment proposed, to insert the following new paragraph in the Draft Report:—"The evidence clearly shows that, as a general rule, parishes are likely to benefit in a financial point of view, by the abolition of composition; and it may be statd as another objection to that system, that besides the inevitable loss to the parish, from the allowance made to the owners, there is reason to believe that property was often rated below its real value in order to bring it within the limit under which composition was allowed. It may appear to be of some advantage to the parish that landlords should pay some rate on a class of property which is often empty; but it is difficult to justify the principle by which tenements below a certain value are, if empty, subject to a burden from which those above that limit would in such a case, be altogether exempt"—(Sir *M. H. Beach*).

Question proposed, That this paragraph be here inserted:

Amendment proposed to the proposed Amendment, by leaving out, in line 1, the word "clearly"—(Mr. *Goschen*).—Question put, That the word "clearly" stand part of the proposed new paragraph.—The Committee divided:

Ayes, 9.	Noes, 3.
Mr. Woodd.	Mr. Goschen.
Mr. Powell.	Mr. Lefevre.
Sir M. H. Beach.	Mr. St. Aubyn.
Mr. Hardy.	
Mr. Goldney.	
Colonel Hogg.	
Mr. Kekewich.	
Mr Floyer.	
Mr. Paull.	

Question, That this paragraph be inserted in the Draft Report, put, and *agreed to.*

Paragraph 25.—Amendment proposed, to leave out from the first word "it," in line 1, to the word "repeal," in line 3, in order to insert the words "It will be observed that the present state of the law respecting the rating of owners instead of the occupiers of property, notwithstanding the many manifest advantages to all parties resulting from the collection of rates from owners instead of from occupiers, is very anomalous" —(Mr. *Goschen*)—instead thereof.—Question, That the words proposed to be left out stand part of the paragraph,—put, and *agreed to.*—Amendments made.—Question put, That this paragraph as amended stand part of the proposed Report.—The Committee divided:

Ayes, 8.	Noes, 5.
Mr. Woodd.	Mr. Goschen.
Mr. Powell.	Mr. Lefevre.
Sir M. H. Beach.	Mr. St. Aubyn.
Mr. Hardy.	Mr. Floyer.
Mr. Goldney.	Mr. Trevelyan.
Colonel Hogg.	
Mr. Kekewich.	
Mr. Paull.	

Another Amendment proposed, to insert the following paragraph in the Draft Report:—"The evidence of the witnesses examined before the Committee affords abundant confirmation of these remarks"—(The *Chairman*).—Question, That this paragraph be inserted in the Draft Report,—put, and *agreed to.*

Another Amendment proposed, to insert the following paragraph in the Draft Report:—"Your Committee have already recommended that all local rates should be merged in one, and be assessed and collected together; but this cannot be carried out while the law remains as above described; and a full consideration of the objections to composition, and of the advantages which would result from the adoption of a uniform system of rating throughout the country, have led your Committee to the opinion that the law should be still farther amended, and that so much of any public or local Act as permits composition for rates for public purposes, should be repealed"—(Sir *M. H. Beach*).—Question, That this paragraph be inserted in the Draft Report,—put, and *agreed to.*

Paragraphs 26—28, *disagreed to.*

Paragraph 29, amended, and *agreed to.*

Paragraph 30, *disagreed to.*

Paragraph 31, amended, and *agreed to.*

Paragraph 32, *disagreed to.*

Paragraphs 33 and 34, amended, and *agreed to.*

Motion made, and Question proposed, to leave out paragraphs 35—43—(Sir *M. H. Beach*).—Question put, That the paragraphs proposed to be left out stand part of the Draft Report.—The Committee divided:

Aye, 1.	Noes, 13.
Mr. Hodgkinson.	Mr. Goschen.
	Mr. Lefevre.
	Mr. Woodd.
	Mr. St. Aubyn.
	Mr. Powell.
	Sir M. H. Beach.
	Mr. Hardy.
	Mr. Goldney.
	Colonel Hogg.
	Mr. Kekewich.
	Mr. Floyer.
	Mr. Paull.
	Mr. Trevelyan.

Another Amendment proposed, to insert the following paragraph in the Draft Report:—"4. It has been stated to your Committee that considerable dissatisfaction has arisen among the occupiers of small tenement property owing to this alteration of the law; but it is obvious that any change in so important a matter, affecting the social interests of great numbers of people, would, of necessity, at first cause much inconvenience to all parties

parties concerned; and, in many cases, other causes have tended to foster a feeling of annoyance among the new ratepayers. Thus, at Birmingham, Brighton, Liverpool, and Wolverhampton, landlords have endeavoured to reap a pecuniary advantage from the change by exacting the same rents as they received when they themselves paid the rates; at Hulme and Northampton there has been a political agitation in connection with a more extended franchise; and, generally, there has been an objection on the part of the collectors to the increased trouble which they expected. But this annoyance appears even now to have greatly subsided, and, doubtless, some of it may be traced, as at Brighton and Wolverhampton, to the temporary existence of great distress among the working classes; or, as at Northampton, to some increase in the assessment of cottage property which had previously been considerably underrated"—(Sir *M. H. Beach*).—Question proposed, That this paragraph be here inserted:

Amendment proposed to the proposed Amendment, in line 3, by inserting after the word "law," the words:—"12. Nearly all the witnesses examined by your Committee have been parish officers, who naturally regard the question from the point of view of the interest of the parish as a whole, but their evidence has sufficiently brought out points affecting the individual interests of the occupiers of small tenements which were subject to the change. Almost without exception an increased charge has accrued to these occupiers in the shape either of rates or rent, contrary to the intentions of the Reform Act of 1867, as expressed in the 7th section"—(Mr. *Lefevre*).—Question, That those words be there inserted,—put, and *negatived.*

Amendments made.

Question, That this paragraph, as amended, be inserted in the Draft Report,—put, and *agreed to.*

Another Amendment proposed, to insert the following new paragraph in the Draft Report:—"There remains, however a substantial inconvenience felt by the occupiers of this class of property in the payment of their rates, arising from the fact that the collection is often made in sums inconveniently large, and it is obvious that where a yearly rate is levied the weekly tenant may often find a real difficulty in arranging for the payment of a rate made for a term so much longer than that of his own occupation. If this difficulty were obviated by a system of more frequent collection, it appears to be generally agreed that the main objection to personal assessment would be removed"—(Sir *M. H. Beach*).—An Amendment made:—Question, That this paragraph as amended be inserted in the Draft Report,—put, and *agreed to.*

Another Amendment proposed, to insert the following paragraph in the Draft Report:—"14. Your Committee have already observed that where the occupiers were rated, voluntary arrangements have frequently been made between the owner and occupier for the payment of the full rate by the former. This plan appears to have been extensively adopted in boroughs not under Compounding Acts, and a similar arrangement is beginning to grow up in those boroughs where composition has been abolished. If this were universally carried out, the parish would of course receive nearly the full amount of the rate, and there would be no financial drawback to the existing system; but your Committee think that, judging from what happened at Manchester before the local Act was obtained, landlords may be indisposed to enter into such arrangements except for the better class of tenants; and thus the poorest may be left for the parish to collect from, and be eventually excused on the ground of poverty. This has not yet been the case to any large extent, as is proved by the small amount of rate excused in Stockport, Oldham, and Sheffield; but if, for the reason adverted to, such a system should be considerably extended, much of the lower class of property will become really exempt from the payment of any rate; and on this very ground the owner will be able to obtain a larger rent from his tenant, and thus make a profit out of the rate which the parish would lose. Your Committee have, for this reason, thought it desirable to include in their recommendations a scheme which will remedy such an evil, and ensure that all property, when beneficially occupied, should be liable to the payment of some rate. Such a practice would be manifestly unjust to the other ratepayers, and might cause a considerable loss in the collection of the rate; but on the other hand, it may be argued on behalf of the owner of small tenement property, that only the poorest of his tenants would be thus excused, and that as the same causes would equally prevent them from paying their rents, he could not fairly be called upon to pay the full rate on behalf of tenants whose rents were in arrear. Your Committee, though anxious to secure the payment of the full rate in all cases where property is beneficially occupied, feel that there is much force in this objection, and that some allowance may properly be made on this account; and are therefore of opinion that the owner of every tenement, the occupier of which has been excused payment of rates on the ground of poverty, should, after due notice, become liable to two-thirds of the rate excused"—(Sir *M. H. Beach*).—Question, That this paragraph be inserted in the Draft Report,—put, and *agreed to.*

Another Amendment proposed, to insert the following paragraph in the Draft Report:—"Your Committee deem it right to observe, that the recommendations they have made would materially affect the enjoyment of the political rights of the occupiers of property; and they think it desirable that the provisions of the Reform Act of last year should be amended, so that no inconvenience may arise from the proposed changes"—(The

Chairman).—Question put, That this paragraph be nserted in Draft Report.—The Committee divided:

Ayes, 5.	Noes, 9.
Mr. Goschen.	Mr. Woodd.
Mr. Lefevre.	Mr. Powell.
Mr. St. Aubyn.	Sir M. H. Beach.
Mr. Trevelyan.	Mr. Hardy.
Mr. Hodgkinson.	Mr. Goldney.
	Colonel Hogg.
	Mr. Kekewich.
	Mr. Floyer.
	Mr. Paull.

Another Amendment proposed, to insert the following paragraph in the Draft Report:—"Your Committee have not deemed it expedient to consider how far the enjoyment of political rights would be affected by the recommendations contained in this Report, which they have summed up in the following Resolutions"—(Mr. *Woodd*).—Question put, That this paragraph be inserted in the Draft Report.—The Committee divided:

Ayes, 6.	Noes, 8.
Mr. Goschen.	Mr. Hodgkinson.
Mr. Lefevre.	Mr. Powell.
Mr. Woodd.	Mr. Hardy.
Mr. St. Aubyn.	Mr. Goldney.
Sir M. H. Beach.	Colonel Hogg.
Mr. Trevelyan.	Mr. Kekewich.
	Mr. Floyer.
	Mr. Paull.

Another Amendment proposed, to insert the following paragraph in the Draft Report:—"The conclusions at which your Committee have arrived are expressed in the following Resolutions:"—(Mr. *Paull.*)—Question, That this paragraph be inserted in the Draft Report,—put, and *agreed to.*

Question, That this Report, as amended, be the Report of the Committee to the House,—put, and *agreed to.*

Ordered, To Report, together with Minutes of Evidence and Appendix.

REPORT

FROM THE

SELECT COMMITTEE

ON

POOR RATES ASSESSMENT, &c

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
22 *June* 1868,
And to be Reprinted, 8 *April* 1869

[*Price* 6 *d.*]

342 of 1868.
0.47.

Under 8 *oz*

REPORT

FROM THE

SELECT COMMITTEE

ON

TURNPIKE ACTS CONTINUANCE;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
14 *June* 1869.

Wednesday, 17*th March* 1869.

Ordered, THAT a Select Committee be appointed to inquire into the Third, Fourth, Fifth, and Sixth Schedules of the Annual Turnpike Acts Continuance Act, 1868, and report their Opinion thereon.

Friday, 2*nd April* 1869.

Ordered, THAT the Committee do consist of Seven Members.

Committee nominated of,—

Lord George Cavendish.	Sir Robert Anstruther.
Mr. Beach.	Mr. Welby.
Mr. Wentworth Beaumont.	Mr. Hardcastle.
Mr. Henniker-Major.	

Ordered, THAT the Committee have power to send for Persons, Papers, and Records.

Ordered, THAT Three be the Quorum of the Committee.

Thursday, 8*th April* 1869.

Ordered, THAT all Petitions presented, praying to be heard before the Select Committee appointed to inquire into the Third, Fourth, Fifth, and Sixth Schedules of the Turnpike Acts Continuance Act, 1868, be referred to the Committee.

Monday, 14*th June* 1869.

Ordered, THAT the Committee have power to report their Observations to the House.

REPORT - - - - - - - - - - - - - p. iii

PROCEEDINGS OF THE COMMITTEE - - - - - p. x

REPORT.

THE SELECT COMMITTEE appointed to inquire into the THIRD, FOURTH, FIFTH, and SIXTH SCHEDULES of the ANNUAL TURNPIKE ACTS CONTINUANCE ACT, 1868, and report their Opinion thereon;—HAVE considered the MATTERS to them referred, and have agreed to the following REPORT:

1. THAT, with respect to the Trusts named in the Third Schedule, your Committee are of opinion—

That the Bedford and Newport Pagnell,
Newmarket Heath,
Frodsham and Wilderspool,
West Auckland,
Crickley Hill and Campsfield, Gloucestershire District,
Leominster,
Ashford and Maidstone,
Sevenoaks,
Tonbridge and Maidstone,
Wrotham Heath,
Wrotham and Maidstone,
Leadenham and Southwell, Eastern District,
New Buckenham,
Norwich and Watton,
Thetford,
Dunham Ferry,
Birmingham and Wednesbury,
Walsall (United),
Bury St. Edmunds and Newmarket,
Claydon, Blakenham, Brockford, &c.,
Limpsfield
Cowfold and Henfield (Branch),
Beckhampton,
Chippenham,
Corsham,
Fisherton, Wilton, Heytesbury, Willoughby Edge, and Redhone,
Harrogate and Boroughbridge,
Leeds and Wakefield,
and Malton and Pickering, Trusts
should be allowed to expire on 30th June 1870.

2. That the Puddlehill,
Hauxton and Dunsbridge
Paper Mills,
Washway (from Crossford Bridge to Altrincham),
Kingstown and Westlinton Bridge,
Longtown,
Cheltenham and Tewkesbury,
Maisemore,
Northgate,
Over,
Stow and Moreton (United),

Tewkesbury,
Portsmouth and Sheetbridge,
Southampton, South District,
Winchester, Upper District,
Cheshunt,
Dover to Barham Downs,
Tonbridge,
Whitstable,
Crossford Bridge and Manchester,
Manchester and Salter's Brook,
Bridgford Lane and Kettering, South Part of Northern Division,
Melton Mowbray,
Deeping and Morcott,
Chepstow,
Aylsham and Cromer,
Lynn, East Gate,
Buckingham and Hanwell, Lower Division,
Market Harborough and Welford,
Alnmouth and Hexham, Eastern District,
Alnwick and Eglingham,
Wooler and Adderstone,
Nottingham and Kettering, Northern Division,
Burford, Chipping Norton, Banbury, &c.,
Drayton Lane to Edgehill,
Nottingham and Kettering, Southern Division,
Radstock,
Streetway and Wordsley Green, and Wolverhampton and Cannock,
Tamworth,
Ipswich to South Town, &c.,
Horsebridge and Horeham,
Birmingham and Spernal Ash,
Great Kington and Wellesbourne,
Wellesbourn and Stratford,
Evesham, First District, Pershore Division,
Tadcaster Bridge to Hob Moor Lane End,
Wakefield and Austerlands,

and York to Kexby Bridge, and Grimston to Stone Dale, Trusts should be *further* continued.

3. That the Arrington,
Wadesmill,
Foston Bridge and Witham Common,
Lynn and Wisbech,
Norwich, Swaffham, and Mattishall,
Dunchurch,
Warwick and Northampton,
Bawtry and Scrooby,
Bingham,
Foston Bridge to Little Drayton,
Gosford Road,
Dunchurch and Stonebridge,
Boroughbridge and Durham (part),
Doncaster to Bawtry,
Wetherby and Knaresbrough,

and York and Boroughbridge, Trusts should be continued to 1st November 1870.

4. That in continuing the Warwick and Northampton Trust to 1st November 1870, your Committee call attention to the large and unusual salaries paid on this Trust.

5. That the Burton Branch of the Lichfield (United) Trust should be *further* continued, but that the Coleshill and Tewnall Branches should be allowed to expire on 30th June 1870.

6. That

6. That the Shiffnal and Bridgnorth Branches of the Wolverhampton Old District Trust should be *further* continued, but that the other branches should be allowed to expire on 30th June 1870.

7. That the Broil Park Gate to Battle Trust should be continued to 1st November 1871, *and no longer*, for the purpose of enabling the Trustees to carry out certain improvements.

8. That the Bourn,
Oakham,
Walton-in-Stone to Eccleshall,
Midhurst and Sheetbridge,
Birmingham and Watford Gap, Kingsbury Branch,
and Birstal and Huddersfield, Trusts
should be continued until 1st November 1871, *and no longer*.

9. That the Lewes and Brighton Trust should be *further* continued, but your Committee recommend that the tollgate should be removed to a place near Cold Dean.

10. That the 1st, 2nd, 3rd, 4th, 5th, 6th, and 7th Districts of the Worcester Trust should be continued until 1st November 1870, but your Committee recommend that the tollgates should be removed further from the borough of Worcester.

11. That, with respect to the Trusts named in the Fourth Schedule, your Committee are of opinion,—

That the Barford,
Hitchin and Bedford,
Reading and Basingstoke,
Epping and Ongar,
Blue Mantle Hall,
Barrington and Campsfield,
Newport and Stonnall,
Walsall and Hamstead,
Halifax and Sheffield Huddersfield to Penistone,
Rotherham and Swinton,
and Rotherham and Wentworth, Trusts
should be allowed to expire on 30th June 1870.

12. That the Macclesfield District of the Sandon,
Darlington and Cockerton Bridge (United),
Winchester and Alton (Lower District),
Hulton,
Manchester, Oldham, and Austerlands,
Bridge End,
Birmingham and Stratford-on-Avon,
Coventry and Wolvey,
Warwick, Paddlebrook, and Stratford,
and Birmingham and Bromsgrove, Trusts
should be *further* continued.

13. That the Span Smithy, Booth Lane and Winsford,
Boroughbridge and Durham (part),
Bowes and Sunderland Bridge,
Hockerill,
Penwortham and Wrightington,
Burton Bridge to Market Bosworth,
Wansford and Stamford,
Ashby-de-la-Zouch to Tutbury,
and Llanrwst, Trusts
should be continued to 1st November 1870.

 14. That

14. That the Pendleton Roads Trust should be continued to 1st November 1871.

15. That the Nottingham and Derby, Eastern Division,
Frome,
and Tenbury, Trusts
should be continued to 1st November 1870, *and no longer.*

16. That the Dartford and Strood,
Barton Bridge and Moses' Gate,
Nottingham Road, from Derby to Risley,
Dudley and Brettell Lane,
and Dewsbury and Ealand, Trusts
should be continued to 1st November 1871, *and no longer.*

17. That the Godmanchester to Cambridge Trust should be *further* continued; but your Committee call attention to the fact that no effort has been made to pay off the debt since 1852, and that 200 *l.* has been borrowed, *ultra vires.*

18. That, with respect to the Penwortham and Wrightington Trust, your Committee observe that a salary of 10 *l.* is paid to the treasurer, besides commission to the bankers, and that the rate of interest on the debt was raised to six per cent. in 1865, a course which, as far as they can learn, is unprecedented.

19. That with respect to the Ansley and Whitacre Trust, no reply having been made to the repeated inquiries of the Home Office, and a nominal debt of 2,600 *l.*, at one penny per cent., existing according to the annual return, your Committee have been unable to deal with it.

20. That with respect to the Trusts named in the Fifth Schedule, your Committee are of opinion,—

That the Bedford and Luton,
Chilton Pond,
Northampton to Newport Pagnell,
Stamford and Kettering,
Wells and Highbridge,
Epsom,
Kingston and Sheetbridge, Lower District,
„ „ Upper District,
Sarum and Eling: Eling District,
„ Lobcombe District,
Warminster,
and Sheffield and Tinsley, Trusts
should be repealed on and after 30th June 1870.

21. That the Colnbrook, Datchet, and Slough Trust should be continued until 1st November 1870, and your Committee call attention to the total disregard by the Clerk of the Trust to the applications made by the Home Office for information on more than one occasion.

22. That the Gateshead and Hexham Trust (satisfactory arrangements having been made between the trustees and the Corporation of Gateshead respecting a tollgate in that borough) should be continued until 1st November 1871, *and no longer.*

23. That the Stump Cross,
and Banbury and Lutterworth, Banbury to Drayton,
„ Lutterworth to Badby, Trusts
should be continued until May 1871, *and no longer.*

24. That the Cambridge and Ely (the South District),
Hinckley and Narborough,
and Beechdown to Heathfield, Robertsbridge, &c., Trusts
should be continued to the end of the term of their respective Acts.

25. That the Brighton, Shoreham, and Lancing Trust should not be repealed on 30th June 1870; but your Committee are of opinion that the tollgate should be removed half a-mile further from Brighton.

26. That

26. That the Nantwich and Woore,
Stockport and Warrington, and Washway (United),
Carlisle and Temon,
Lincoln, Newark Road,
,, Sleaford Road,
and Rugby and Lutterworth, Trusts
should not be repealed on 30th June 1870.

27. That, with respect to the Trusts named in the Sixth Schedule, your Committee are of opinion,—

That the Wakefield and Halifax Trust
should be repealed on and after 30th June 1870.

28. That the Woodside and Hoylake,
Derby, Ashborne, and Hurdloe,
and Andover and Basingstoke, Trusts
should be continued to the end of the term of their respective Acts.

29. That the Lawton, Burslem, and Newcastle-under-Lyme Trust should not be repealed on 30th June 1870.

30. That the Wearmouth Bridge to Tyne Bridge, and Branch,
and South Shields, Trusts
should be continued until 1st November 1870.

31. That the Kettering and Northampton,
and Dudley and Brettell Lane, and Pedmore and Rowley United, Trusts
should be continued until 1st November 1871, *and no longer*.

32. That the Basingstoke, Odiham, and Alton Trust should be continued until 1st November 1872, *and no longer*.

33. That the Nottingham and Newhaven (First District) Trust should be continued from Nottingham to Pye Bridge, to the end of the term of its Act; and that the Act, so far as regards the trust from Pye Bridge to its Western terminus, should be repealed on and after 30th June 1870.

34. That the Ashby-de-la-Zouch Trust should be continued to the end of its term; but your Committee observe that while the mortgage debt on 31st December 1867 amounted only to 575*l.*, there was a balance in the Treasurer's hands of 915*l.* 4*s.* 1*d.*, and that only 50*l.* had been paid off the debt in that year, and nothing between 1858 and 1866; and they recommend that the debt should be extinguished immediately.

35. That the Trowbridge Trust should be repealed on and after 1st November 1870; and your Committee call attention to the fact that no portion of the debt of 571*l.* has been paid for 11 years, while the trustees have in defiance of the provisions of the Act of Parliament, spent 997*l.* in improvements, instead of extinguishing the debt, though it appears from the clerk's evidence that he several times pointed out to the trustees the illegality of the course they were pursuing.

36. Various circumstances affect the Trusts proposed to be continued till 1st November 1870, and 1st November 1871, which do not appear to justify their continuance beyond those dates without reconsideration by Parliament.

37. With regard to the Trusts recommended to be continued to 1st November 1870, *and no longer*, and to 1st November 1871, *and no longer*, your Committee failed to ascertain any special circumstances under which they would be warranted in advising the maintenance of the tolls beyond the said periods.

38. Your Committee are of opinion that, should no general road measure come into early operation, many of the Trusts now proposed *to be further continued*, ought in a few years to receive the renewed attention of Parliament.

 39. Your

39. Your Committee have in each case made special inquiries into—

First. The nature of the traffic; particularly as to the probability of through or mineral traffic not at present liable to be rated for the maintenance of the road.

Second. The possible diversion, by the removal of tollgates, of traffic from nearly parallel roads still in debt, by which on the one hand the prospect of paying off such debt would be lessened, and on the other the wear and tear of the road, and consequently the expense to the parishes, by which, under the existing law, it would have to be maintained, unfairly increased.

Third. The amount and distribution of the additional highway rates involved by the abolition of a Trust.

40. They have also examined into the present, and, so far as time and means would allow, into the past administration of these Trusts, which in some cases does not appear to have been economical or satisfactory.

41. They would instance the following cases, showing the proportion of the management expenses to the toll income in 1868:—

	Carlisle and Temon.	Kingstown and West Linton Bridge.	Sevenoaks.	Fisherton, Wilton, &c.	Sarum and Eling.	
					Eling Branch.	Lobcom Branch
	£.	£.	£.	£.	£.	£.
Tolls - - -	131	97	305	1,052	991	159
Treasurer - - -	10	8	20	30	25	10
Clerk - - -	13	6	42	60	50	10
Surveyor - - -	28	12	60	120	120	52
Law charges - -	- -	- -	- -	44	66	46
£.	51	26	122	254	261	118
Per-cent. - -	33·98	26·8	40·	24·14	26·33	74·21

42. In several other cases which came before your Committee the management expenses absorbed a considerable per-centage of the tolls, to which in most cases must be added the wages of the toll-takers, and, where the tolls are let, the profits of the lessees.

43. The evidence upon these points brought before your Committee, has led them to the conclusion, that although the present turnpike system is vexatious in its mode of collection, in many cases costly in its management, as well as arbitrary and partial in its operation, still in the present state of the highway laws to abolish Turnpike Trusts singly, as they become free from debt, is a course often attended with injustice to the parishes on which the liability for future repairs falls; and one which, in some instances at least, leads to the deterioration of the roads. A new and heavy burden is frequently imposed on the ratepayers of the parishes through which the road passes, without relieving them from the obligation of paying tolls on other Trusts in their immediate neighbourhood. Some of the Trusts in the schedules have been found to be surrounded by Trusts with which your Committee had no power of dealing. Roads, on which the traffic they were originally intended to accommodate has almost entirely ceased, have to be maintained at their full present width, although the 30 feet prescribed for an ordinary highway would be quite sufficient. Moreover, there is an entire absence of uniformity in parish road management; where the Highway Act is not in force, every parish has its own road surveyor, and not unfrequently changes him every year, so that he is constantly without knowledge or experience of his duties. With regard to one Trust (the Lichfield United), it was stated in evidence before your Committee, that 50 miles of road would fall under no less than 32 different surveyors.

44. From

44. From these considerations your Committee, in several cases, have hesitated to recommend the discontinuance of a Trust where otherwise they would have thought it expedient to do so; and, bearing in mind it is most undesirable that an increase of rates should be imposed at a moment when a general revision of local taxation is in contemplation, your Committee are of opinion that a measure dealing with the whole system of roads in England and North Wales, should be brought forward by the Government at the very earliest opportunity.

45. Without attempting to indicate what the provisions of such a measure should be, your Committee are of opinion that, in order to render the management of roads, which have ceased to be turnpike roads, efficient and economical, and to secure the equitable distribution of expenses, it is desirable that the area of management should be extended considerably beyond the limits prescribed by the existing law; and, the present Highway Act having proved unsatisfactory, your Committee are of opinion that the operation of any general road measure should be made uniform, as far as possible.

46. The circumstances, however, of the several Trusts brought before your Committee varied so much that it was impossible to apply any one rule to them. In some districts the turnpike roads, forming a thoroughfare between two populous towns, almost assumed the character of a street, large sums being paid out of the tolls for lighting and watering. In such cases, and where no agricultural district intervened, your Committee had no difficulty in recommending that the Trust should be discontinued. But no greater cases of prospective hardship on parishes came before your Committee than where the line of road, with a very heavy mineral and trading traffic between large towns or to and from railway stations, passed for a considerable distance through agricultural parishes; and whatever may be the provisions of a general measure as regards other parts of the country, it seems to your Committee that some special provision will have to be made to meet these cases.

47. Your Committee would fail in doing justice to a deserving public servant if they did not place on record their sense of the valuable assistance which they have received from Mr. William Harrison, of the Home Office. His thorough knowledge of the details of the several Trusts, and the readiness with which he brought this knowledge to bear upon this inquiry, have been of most material assistance to your Committee.

SUMMARY.

	To expire 30 June 1870.	To be further continued.	To continue to 1 Nov. 1870.	To continue to 1 Nov. 1870, and no longer.	To continue to May 1871, and no longer.	To continue to 1 Nov. 1871.	To continue to 1 Nov. 1871, and no longer.	To continue to 1 Nov. 1872, and no longer.	To continue to end of Local Act.	Part to continue, and Part not.	Special.	Total.
ule - -	29	49	23	–	–	–	7	–	–	2	–	110
- -	11	11	9	3	–	1	5	–	–	–	1	41
- -	12	7	1	–	3	–	1	–	3	–	–	27
- -	1	1	2	1	–	–	2	1	4	1	–	13
AL - - -	53	68	35	4	3	1	15	1	7	3	1	191

PROCEEDINGS OF THE COMMITTEE.

Tuesday, 13*th April* 1869.

MEMBERS PRESENT:

Lord George Cavendish.	Mr. Hardcastle.
Mr. Beach.	Mr. Henniker-Major.
Sir Robert Anstruther.	Mr. Welby.

Lord GEORGE CAVENDISH was called to the Chair.

The Committee deliberated.

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 15*th April* 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr. Beach.	Mr. Welby.
Mr. Henniker-Major.	Mr. Hardcastle.
Sir Robert Anstruther.	Mr. Wentworth Beaumont.

The Committee examined Mr. *John Newall*, Mr. *William Harrison*, Mr. *Clare Sewell Read* (a Member of the House), Mr. *George Ellward Simpson*, Mr. *William Henry Scott*, and Mr. *John Godwin Johnson*.

Motion made, and Question put, "That the *Norwich, Swaffham, and Mattishall Turnpike Trust* should be discontinued"—(Mr. *Wentworth Beaumont*).—The Committee divided:

Ayes 3,	Noes, 2.
Mr. Wentworth Beaumont.	Mr. Welby.
Sir Robert Anstruther.	Mr. Beach.
Mr. Hardcastle.	

Motion made, and Question put, "That the *Thetford Turnpike Trust* should be discontinued"—(Mr. *Wentworth Beaumont*).—The Commitee divided:

Ayes, 4.	Noes, 1.
Mr. Wentworth Beaumont.	Mr. Beach.
Sir Robert Anstruther.	
Mr. Welby.	
Mr. Hardcastle.	

Motion Made, and Question put, "That the *New Beckenham Turnpike Trust* should be discontinued"—(Mr. *Wentworth Beaumont*).—The Committee divided:

Ayes, 4.	Noes, 1.
Mr. Wentworth Beaumont.	Mr. Beach.
Mr. Welby.	
Sir Robert Anstruther	
Mr. Hardcastle.	

Resolved, That the *Aylsham and Cromer Turnpike Trust* should be continued.

Motion

Motion made, and Question put, "That the *Norwich and Watton Turnpike Trust* should be discontinued"—(Mr. *Wentworth Beaumont*).—The Committee divided:

Ayes, 4.	Noes, 1.
Mr. Wentworth Beaumont.	Mr. Beach.
Mr. Welby.	
Sir Robert Anstruther.	
Mr. Hardcastle.	

[Adjourned till Monday next, at Twelve o'clock.

Monday, 19th April 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr. Beach.	Mr. Hardcastle.
Mr. Henniker-Major.	Mr. Wentworth Beaumont.
Mr. Welby.	Sir Robert Anstruther.

The Committee examined Mr. *William Harrison*, Mr. *John Edwin Bradfield*, and Mr. *Francis Hodding*.

The Committee deliberated.

Resolved, That the *Beckhampton Turnpike Trust* should not be continued.

Resolved, That on unopposed Trusts the Committee will hear Mr. Harrison, and if they think from his evidence that the Trust should *not* be continued, Mr. Harrison will then communicate the opinion of the Committee to the Clerk of the Trust; and should he, or any other witness in his place, desire to be heard against this decision, the Committee will hear him.

Motion made, and Question put, "That the *Chippenham Turnpike Trust* should be discontinued"—(Sir *Robert Anstruther*).—The Committee divided:

Ayes, 4.	Noes, 2.
Sir R. Anstruther.	Mr. Henniker Major.
Mr. Wentworth Beaumont.	Mr. Beach.
Mr. Hardcastle.	
Mr. Welby.	

Resolved, That the *Corsham Turnpike Trust* should not be continued.

Motion made, and Question put, "That the *Fisherton, Wilton, Heytesbury, Willoughby Edge, and Redhone Turnpike Trust* should be discontinued"—(Mr. *Hardcastle*).—The Committee divided:

Ayes, 4.	Noes, 2.
Mr. Wentworth Beaumont.	Mr. Beach.
Mr. Welby.	Mr. Henniker-Major.
Sir Robert Anstruther.	
Mr. Hardcastle.	

Motion made, and Question put, "That the *Paper Mills Turnpike Trust* should be continued."—(Mr. *Beach*).—The Committee divided:

Ayes, 3.	Noes, 3.
Mr. Welby.	Mr. Beaumont.
Mr. Beach.	Sir Robert Anstruther.
Mr. Henniker-Major.	Mr. Hardcastle.

Whereupon, The Chairman declared himself with the Ayes.

Resolved, That the *Crichley Hill and Campsfield, Gloucestershire District, Turnpike Trust* should not be continued, unless the parties show cause to the contrary.

Resolved, That the *Banbury and Lutterworth, Banbury to Drayton, Turnpike Trust* should be continued until May 1871, *and no longer*.

Resolved, That the *Kingstown and Weslington Bridge Turnpike Trust* should not be continued, unless the parties show cause to the contrary.

Resolved, That the *Carlisle and Temon Turnpike Trust* should not be continued, unless the parties show cause to the contrary.

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 22*nd April* 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr. Beach.	Mr. Henniker-Major.
Mr. Wentworth Beaumont.	Sir Robert Anstruther.
Mr. Welby.	

The Committee examined Mr. *Henry William Littler*, Mr. *Henry Thomas Darnton*, Mr. *William John Williams*, Mr. *David Black*, Mr. *Inigo Gell*, Mr. *John Leonhardt Brigden*, Mr. *Jasper Gibson*, Mr. *Joseph Willes Swinburne*, and Mr. *William Harrison*.

Resolved, That the *Manchester, Oldham, and Austerlands Turnpike Trust* should be continued.

Resolved, That the *Brighton, Shoreham, and Lancing Turnpike Trust* should be continued, on the understanding that the Trustees remove the gate half a mile further from Brighton.

Resolved, That the *Lewes and Brighton Turnpike Trust* should be continued, on the understanding that the gate should be removed to a place near Cold Dean.

Resolved, That the *West Auckland Turnpike Trust* should not be continued.

Resolved, That the *Horsebridge and Horeham Turnvike Trust* should be continued.

Resolved, That the *Wakefield and Austerlands Turnpike Trust* should be continued.

Resolved, That the *Melton Mowbray Turnpike Trust* should be continued.

Resolved, That the *Macclesfield District of the Sandon Turnpike Trust* should be continued.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 26*th April*, 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr. Beach.	Mr. Wentworth Beaumont.
Mr. Welby.	Sir Robert Anstruther.
Mr. Henniker-Major.	

Mr. *Harrison* further examined.

Resolved, That the *Cheshunt Turnpike Trust* should be continued.

Resolved, That the *Tonbridge Turnpike Trust* should be continued.

Resolved, That the *Crossford Bridge and Manchester Turnpike Trust* should be continued.

Resolved, That the *Manchester and Salter's Brook Turnpike Trust* should be continued.

Resolved, That the *Lynn, East Gate, Turnpike Trust* should not be continued, unless the parties show cause to the contrary.

Resolved,

Resolved, That the *Lynn and Wisbeach Turnpike Trust* should not be continued, unless the parties show cause to the contrary.

Resolved, That the *Leadenham and Southwell Turpike Trust* should not be continued, unless the parties show cause to the contrary.

Resolved, That the *Bingham Turnpike Trust* should not be continued, unless the parties show cause to the contrary.

Resolved, That the following Turnpike Trusts should not be continued, unless the parties show cause to the contrary; viz.:

The Birmingham and Wednesbury.
The Wolverhampton, Old District.
The Broil Park Gate to Battle.
The Birmingham and Watford Gap (Kingsbury Branch).
The Dunchurch and Stone Bridge.
The Burton Bridge and Moses Gate, Hulton.
The Burton Bridge to Market Bosworth.
The Birmingham and Stratford-on-Avon.
The Cambridge and Ely (the South District).
The Hinckley and Narborough.

Resolved, That the *Rugby and Lutterworth*, and the *Beachdown to Heathfield, Robertsbridge, &c., Turnpike Trusts* should be continued.

[Adjourned till Thursday next, at Twelve o'clock.

Thursday, 29th April 1869.

MEMBERS PRESENT:

LORD GEORGE CAVENDISH in the Chair.

Mr. Beach.	Mr. Wentworth Beaumont.
Mr. Hardcastle.	Mr. Welby.
Sir Robert Anstruther.	Mr. Henniker-Major.

The Committee examined Mr. *James Sparke*, Mr. *John Jones Bush*, Mr. *John Edwin Bradfield*, Mr. *Thomas William Denman*, Mr. *John Walker*, Mr. *William Harrison*, and Mr. *Edwin Bush*.

Resolved, That the *Bury St. Edmunds and Newmarket Turnpike Trust* should not be continued.

Resolved, That the *Trowbridge Turnpike Trust* should be continued until 1st November 1870, *and no longer*.

Resolved, That *Dunham Ferry Turnpike Trust* should not be continued.

Resolved, That the *Frome Turnpike Trust* should be continued until 1st November 1870, *and no longer*.

Resolved, That the *Radstock Turnpike Trust* should be continued, on account of the heavy mineral traffic.

Resolved, That the following Turnpike Trusts should be continued, viz.:

The Streetway and Wordsley Green, and Wolverhampton and Cannock.
The Evesham, Pershore Division, on account of a parallel road in debt.
The Birmingham and Spernal Ash, on account of a parallel road in debt.
The Birmingham and Bromsgrove, on account of a parallel road in debt.
The Lawton, Burslem, and Newcastle-under-Lyne.

Resolved, That the following Turnpike Trusts should not be continued, unless the parties show cause to the contrary, viz.:

The Dudley and Brettell Lane and Pedmore and Rowley (United).
The Dudley and Brettell Lane

[Adjourned till Monday next, at Twelve o'clock.

Monday, 3rd May 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr. Beach.	Sir Robert Anstruther.
Mr. Welby.	Mr. Henniker-Major.
Mr. Wentworth Beaumont.	

The Committee examined Mr. *W. Harrison*, Mr. *Welby* (a Member of the Committee), and Mr. *Henniker-Major* (a Member of the Committee).

The Committee deliberated.

Resolved, That the following Turnpike Trusts should be continued, viz.:

The Puddlehill.
The Hawton and Dunsbridge.
The Maisemore.
The Stow and Moreton (United).
The Tewkesbury.
The Portsmouth and Sheetbridge.
The Southampton South District.
The Winchester Upper District.

That in the above Trust, the clerk's salary is very high.

The Whitstable.
The Buckingham and Hanwell, Lower Division.
The Dunchurch.
The Market Harborough and Welford.
The Alemouth and Hexham, Eastern Division.
The Wooler and Adderstone.
The Alnwich and Eglingham.
The Drayton Lane and Edgehill.
The Burford, Chipping Norton, &c.
The Nottingham and Kettering (Northern Division).
The Nottingham and Kettering (Southern Division).
The Bridgeford Lane and Kettering, South part of Northern Division.
The Ipswich to South Town.

That in the above Trust, the clerk's salary is very high.

The Lincoln, Newark Road.
The Lincoln, Sleaford Road.
The Darlington and Cockerton Bridge (United).
The Deeping and Morcott,
The Tadcaster Bridge to Hob Moor Lane End.
The Chepstow.
The Over.
The Longtown.
The Northgate.
The Bridgeud.
The Cheltenham and Tewkesbury.

Resolved, That the following Turnpike Trusts should not be continued, unless the parties show cause to the contrary:

The Bedford and Newport Pagnell.
The Frodsham and Wilderspool.
The Leominster.
The Ashford and Maidstone.
The Limpsfield.
The Oakham.
The Bourn.
The Newmarket Heath.
The Wrotham Heath.
The Wrotham and Maidstone.
The Gosford Road
The Tamworth.
The Walton-in-Stone to Eccleshall.
The Claydon, Blakeham, Brockford, &c.
The Cowfold and Henfield (Branch).
The Midhurst and Sheetbridge.
The Tonbridge and Maidstone.

Resolved,

Resolved, That the following Turnpike Trusts should be continued until 1st November, 1870:

The Wadesmill.
The Wansford and Stamford.
The Foston Bridge and Witham Common.
The Foston Bridge to Little Drayton.
The Bawtry and Scrooby.
The Doncaster and Bawtry.
The York and Borough Bridge.
The Borough Bridge and Durham (part).
The Bowes and Sunderland.
The Wearmouth Bridge to Tyne Bridge, and Branch.
South Shields.

[Adjourned till Wednesday next, at Twelve o'clock.

Wednesday, 5th May 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr. Henniker-Major.	Mr. Wentworth Beaumont.
Mr. Hardcastle.	Mr. Beach.
Mr. Welby.	Sir Robert Anstruther.

The Committee examined Mr. *T. Blackborne Hildyard* (a Member of the House), Mr. *John Hixon*, Mr. *John Henry Abbey*, Mr. *Robert Knowles*, Mr. *Charles S. Grundy*, Mr. *William Harrison*, Mr. *John Newall*, Mr. *Thomas Harrison*. Mr. *Harrison Blair*, and Mr. *Robert Lonsdale*.

The Committee deliberated.

Resolved, That the following Turnpike Trusts should be continued until 1st November 1870, viz.:

The Bingham.
The Wetherby and Knaresborough.
The Hockerill.

Resolved, That the *Nottingham and Derby, Eastern Division, Turnpike Trust* should be continued until 1st November 1870, *and no longer*.

Resolved, That the following Turnpike Trusts should not be continued:

The Halifax and Sheffield, Huddersfield to Penistone
The Malton and Pickering.
The Barford.
The Reading and Basingstoke.
The Blue Mantle Hall.
The Barrington and Campsfield.
The Rotherham and Swinton.
The Rotherham and Wentworth.
The Bedford and Luton.
The Chilton Pond.
The Epsom.
The Kingston and Sheetbridge (*Lower* District.)

Resolved, That the following Turnpike Trusts *should be continued*, viz.:

The York to Kexby Bridge, and Grimston to Stone Dale.
The Winchester and Alton Lower District.
The Hulton.
The Nantwich and Woore.
The Stockport and Warrington and Washway (United).
The Washway (from Crossford Bridge to Altrincham).

Resolved, That the following Turnpike Trusts should not be continued, unless the parties show cause to the contrary, viz.:

The Span Smithy, Booth Lane, and Winsford.
The Epping and Ongar.
The Godmanchester to Cambridge.
The Walsall (United).
The Walsall and Hampstead.
The Coventry and Wolvey.
The Birstal and Huddersfield.
The Tenbury.
The Stamp Cross.
The Northampton to Newport Pagnell.
The Sarum and Eling: Eling District, Lobcombe District.

Resolved, That the following Turnpike Trusts should be continued until 1st November 1871, *and no longer*, viz.:

The Gateshead and Hexham.
The Dartford and Strood.
The Barton Bridge and Moses' Gate.

Resolved, That the *Pendleton Roads Turnpike Trust* should be continued until 1st November 1871.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 10*th May* 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr. Beach.	Sir Robert Anstruther.
Mr. Welby	Mr. Henniker-Major.
Mr. Wentworth Beaumont.	Mr. Hardcastle.

The Committee examined Mr. *William Charnley* and Mr. *Henry Beckett.*

The Committee deliberated.

Motion made, and Question proposed, *That the Penwortham and Wrightlington Turnpike Trust* should be continued until 1st November 1870, *and no longer*—(Sir *Robert Anstruther*).—Amendment proposed, after "1870," to leave out the words, "*and no longer*"—(Mr. *Henniker-Major*).—Question put, That the words "*and no longer*," stand part of the Question.—The Committee divided:

Ayes, 2.	Noes, 3.
Mr. Wentworth Beaumont.	Mr. Beach.
Sir Robert Anstruther.	Mr. Henniker-Major.
	Mr. Welby.

Main Question, as amended, put, and *agreed to.*

Resolved, That the *Shiffnal Branch* of the *Wolverhampton, Old District*, should be continued; That the Walsall and Bilston Branches should not be continued.

The Committee examined Mr. *William Fowler*, Mr. *Thomas Davenport*, Mr. *William Harrison*, Mr. *George Woodcock*, Mr. *Frederick Ellman*, Mr. *John Christopher Pack*, and Mr. *W. W. Bramston Beach* (a Member of the Committee).

The Committee deliberated.

Resolved, That the following Turnpike Trusts should be continued until 1st November 1870, viz.:

The Burton Bridge and Market Bosworth.
The Ashby-de-la-Zouch to Tutbury.
The Dunchurch and Stonebridge.
The Arrington.

Resolved, That the following Turnpike Trusts should be continued until 1st November 1871, and no longer, viz.:

The Broil Park Gate to Battle, for the purpose of enabling the trustees to carry out certain improvements.
The Nottingham Road from Derby to Risley.
The Kettering and Northampton.

Motion made, and Question put, "That the Warwick and Northampton Turnpike Trust should be discontinued"—(Mr. *Wentworth Beaumont*).—The Committee divided:

Ayes, 2.	Noes, 3.
Mr. Beaumont.	Mr. Beach.
Mr. Hardcastle.	Mr. Henniker-Major.
	Mr. Welby.

Resolved,

Resolved, That the *Warwick and Northampton Turnpike Trust* should be continued until 1st November 1870.

Resolved, That the following Turnpike Trusts should not be continued:

The Harrowgate and Boroughbridge.
The Leeds and Wakefield.
The Kingston and Sheetbridge, Upper District.
The Wakefield and Halifax.

Resolved, That the following Turnpike Trusts should not be continued, unless the parties show cause to the contrary, viz.:

The Sevenoaks.
The Hitchin and Bedford.
The Newport and Stonnall.
The Llanrwst.
The Colnbrook, Datchet, and Slough.
The Wells and Highbridge.

Resolved, That *Dover to Barham Downs Turnpike Trust* should be continued.

Resolved, That in the case of the following Turnpike Trusts the Acts should be allowed to run out; viz.:

The Woodside and Hoylake.
The Derby, Ashborne, and Hurdloe.
The Andover and Basingstoke.

Resolved, That the *Basingstoke, Odiham, and Alton Turnpike Trust* should be continued until 1st November 1872, *and no longer.*

Resolved, That the *Nottingham and Newhaven Turnpike Trust* (1st District), should be continued, so far as relates to the portion of the Road from Nottingham to Pyebridge. That the remainder should lapse.

[Adjourned till Wednesday next, at Twelve o'clock.

Wednesday, 12*th May* 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr. Beach.	Mr. Wentworth Beaumont.
Mr. Welby.	Mr. Henniker-Major.
Sir Robert Anstruther.	Mr. Hardcastle.

The Committee examined Mr *Martin Curtler*, Mr. *Thomas Southall*, Rev. *John Pearson*, Mr. *William Evans*, Mr. *Walter Williams*, Sir *Robert Hamilton*, Mr. *William Harrison*, Mr. *John Brace*, Mr. *Thomas Argyle*, Mr. *Frank Battcock*, Mr. *John James Coulton*, and Mr. *James H. Meagher.*

Motion made, and Question put,

That the *Worcester Turnpike Trust*—

Barbourne Roads (7th District),
Bransford Roads (4th District),
Broadwas Roads (5th District),
Henwich and Martley Roads (6th District),
London and Stonebow Roads (1st District),
Powich Roads (3rd District),
Upton Roads (2nd District),

—should be continued until November 1871, *and no longer.*—The Committee divided:

Ayes, 3.	Noes, 3.
Mr. Wentworth Beaumont.	Mr. Beach.
Sir Robert Anstruther.	Mr. Henniker-Major.
Mr. Hardcastle.	Mr. Welby.

Whereupon the Chairman declared himself with the Noes.

Resolved, That the *Worcester Turnpike Trust*,—

Barbourne Roads (7th District),
Bransford Roads (4th District),
Broadwas Roads (5th District),
Hendwich and Martley Roads (6th District),
London and Stonebow Roads (1st District),
Powich Roads (3rd District),
Upton Roads (2nd District),

should be continued until 1 November 1870.

That the Committee are of opinion, That the Toll bars should be moved further from the town.

Resolved, That the following Turnpike Trusts should not be continued, viz.:

The Birmingham and Wednesbury.
The Warminster.

Resolved, That the following Turnpike Trusts should be continued until 1st November 1871, and *no longer*; viz.:

The Dudley Brettell Lane, &c.
The Birmingham and Watford Gap (Kingsbury Branch).

Resolved, That the following Turnpike Trusts should be continued; viz.:

The Warwick, Paddlebrook, and Stratford.
The Wellesbourn and Stratford.
The Great Kington and Wellesbourne.
The Lynn and East Gate.

Resolved, That in the case of the *Lichfield United Turnpike Trust*,—That portion on which 865 *l.* is taken; viz., the Burton Road District, should be continued.—That the remainder should not be continued.

Motion made, and Question put, That the *Tamworth Turnpike Trust* should be continued—(Mr. *Beach*).—The Committee divided:

Ayes, 3.	Noes, 3.
Mr. Beach.	Mr. Wentworth Beaumont.
Mr. Henniker-Major.	Sir Robert Anstruther.
Mr. Welby.	Mr. Hardcastle.

Whereupon the Chairman declared himself with the Ayes.

Resolved, That the *Godmanchester and Cambridge Turnpike Trust* should *be* continued. That the Committee desire to call the attention of the Trustees to the fact that no effort has been made to pay off the debt since 1852, and that 200 *l.* has been illegally borrowed.

Resolved, That the *Lynn and Wisbech Turnpike Trust* should be continued until 1st November 1870.

[Adjourned till Tuesday, 1st June, at Twelve o'clock.

Tuesday, 1st June 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Sir Robert Anstruther.	Mr. Henniker-Major.
Mr. Welby.	Mr. Hardcastle.
Mr. Beach.	Mr. Wentworth-Beaumont.

The Committee examined Mr. *Edgar Fenton*, Mr. *George Willmott*, Mr. *Benjamin Adam*, Mr. *Richard W. George*, Mr. *Haslar Hollist*, Mr. *John Robert Griffith*, Mr. *Robert Cooper Sinclair*, and Mr. *William Harrison*.

Resolved, That the following Turnpike Trusts should be continued until 1st November 1871, *and no longer*, viz.:

The Birstal and Huddersfield.
The Dewsbury and Ealand.

Resolved, That the *Birmingham and Stratford-upon-Avon Turnpike Trust* should be continued.

Motion

Motion made, and Question proposed, "That the *Oakham Turnpike Trust* should be continued until 1st November Eighteen hundred and *seventy*"—(Mr. *Henniker-Major*), —Amendment proposed, after the word "*seventy*" to add the words "*one, and no longer*" —(Sir *Robert Anstruther*).—Question put, That the words "*one, and no longer*" be there added.—The Committee divided:

Ayes, 4.	Noes, 2.
Mr. Wentworth Beaumont.	Mr. Beach.
Sir Robert Anstruther.	Mr. Henniker-Major.
Mr. Welby.	
Mr. Hardcastle.	

Main Question, as amended—put, and *agreed to.*

Resolved, That the *Bourn Turnpike Trust* be continued until 1st November 1871, *and no longer.*

Resolved, That the *Midhurst and Sheetbridge Turnpike Trust* be continued until 1st November 1871, *and no longer.*

Resolved, That the *Llanrwst Turnpike Trust* be continued until 1st November 1870.

Resolved, That the *Coventry and Wolvey Turnpike Trust* should be continued.

Resolved, That the Bridgnorth Branch of the *Wolverhampton Old District Turnpike Trust* should be continued.

Resolved, That the *Spann Smithy, Booth Lane, and Winsford Turnpike Trust* should be continued until 1st November 1870.

Resolved, That the *Epping and Ongar Turnpike Trust* should not be continued.

Resolved, That the *Stump Cross Turnpike Trust* should be continued *until May* 1871, on account of tolls being let up to that date.

Resolved, That the *Sarum and Eling* (two districts) should not be continued.

[Adjourned till To-morrow, at half-past Twelve o'clock.

Wednesday, 2nd June 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Sir Robert Anstruther.	Mr. Welby.
Mr. Wentworth Beaumont.	Mr. Henniker-Major.
Mr. Beach.	

The Committee examined Mr. *George H. H. Oliphant-Ferguson,* Mr. *William Austin Dallow,* Mr. *Septimus Holmes Godson,* the Reverend *George Pelch,* Mr. *George Henry Long,* and Mr. *Richard Kenderdine.*

Resolved, That the *Carlisle and Temon Turnpike Trust,* and the *Kingstown and Westlinton Bridge Turnpike Trust* should be continued.

Resolved, That the *Tenbury Turnpike Trust* should be continued until 1st November 1870, *and no longer.*

Resolved, That the *Gosford Road Turnpike Trust* should be continued until 1st November 1870.

Resolved, That the *Colnbrook, Datchet, and Slough Turnpike Trust* should be continued until 1st November 1870.

Resolved, That the *Walton-in-Stone to Eccleshall Turnpike Trust* should be continued until 1st November 1871, *and no longer.*

[Adjourned till Monday next, at Twelve o'clock.

Monday, 7th June 1869.

MEMBERS PRESENT.

Lord GEORGE CAVENDISH in the Chair.

Sir R. Anstruther.	Mr. Beach.
Mr. Welby.	Mr. Henniker-Major.
Mr. Wentworth Beaumont.	Mr. Hardcastle.

The Committee deliberated.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 14th June 1869.

MEMBERS PRESENT:

Lord GEORGE CAVENDISH in the Chair.

Mr Welby.	Mr. Wentworth Beaumont.
Mr. Henniker-Major.	Sir Robert Anstruther.
Mr. Beach.	

DRAFT REPORT proposed by the Chairman, read the first time, as follows:—

"1. THAT, with respect to the Trusts named in the Third Schedule, your Committee are of opinion—

"That the Bedford and Newport Pagnell,
Newmarket Heath,
Frodsham and Wilderspool,
West Auckland,
Crickley Hill and Campsfield, Gloucestershire District,
Leominster,
Ashford and Maidstone,
Sevenoaks,
Tonbridge and Maidstone,
Wrotham Heath,
Wrotham and Maidstone,
Leadenham and Southwell, Eastern District,
New Buckenham,
Norwich and Watton,
Thetford,
Dunham Ferry,
Birmingham and Wednesbury,
Walsall (United),
Bury St. Edmunds and Newmarket,
Claydon, Blakenham, Brockford, &c.,
Limpsfield,
Cowfold and Henfield (Branch),
Beckhampton,
Chippenham,
Corsham,
Fisherton, Wilton, Heytesbury, Willoughby Edge, and Redhone,
Harrogate and Boroughbridge,
Leeds and Wakefield,
and Malton and Pickering, Trusts
should be allowed to expire on 30th June 1870.

"2. That the Puddlehill,
Hauxton and Dunsbridge,
Paper Mills,
Washway (from Crossford Bridge to Altrincham),
Kingstown and Westlinton Bridge,

Longtown,

Longtown,
Cheltenham and Tewkesbury,
Maisemore,
Northgate,
Over,
Stow and Moreton (United),
Tewkesbury,
Portsmouth and Sheetbridge,
Southampton, South District,
Winchester, Upper District,
Cheshunt,
Dover to Barham Downs,
Tonbridge,
Whitstable,
Crossford Bridge and Manchester,
Manchester and Salter's Brook,
Bridgford Lane and Kettering, South Part of Northern Division,
Melton Mowbray,
Deeping and Morcott,
Chepstow,
Aylsham and Cromer,
Lynn, East Gate,
Buckingham and Hanwell, Lower Division,
Market Harborough and Welford,
Alnmouth and Hexham, Eastern District,
Alnwick and Eglingham,
Wooler and Adderstone,
Nottingham and Kettering, Northern Division,
Burford, Chipping Norton, Banbury, &c.,
Drayton Lane to Edgehill,
Nottingham and Kettering, Southern Division,
Radstock,
Streetway and Wordsley Green, and Wolverhampton and Cannock,
Tamworth,
Ipswich to South Town, &c.,
Horsebridge and Horeham,
Birmingham and Spernal Ash,
Great Kington and Wellesbourne,
Wellesbourn and Stratford,
Evesham, First District, Pershore Division,
Tadcaster Bridge to Hob Moor Lane End,
Wakefield and Austerlands,
and York to Kexby Bridge, and Grimston to Stone Dale, Trusts should be *further* continued.

"3. That the Arrington,
Wadesmill,
Foston Bridge and Witham Common,
Lynn and Wisbech,
Norwich, Swaffham, and Mattishall,
Dunchurch,
Warwick and Northampton,
Bawtry and Scrooby,
Bingham,
Foston Bridge to Little Drayton,
Gosford Road,
Dunchurch and Stonebridge,
Boroughbridge and Durham (part),
Doncaster to Bawtry,
Wetherby and Knaresborough,
and York and Boroughbridge, Trusts should be continued to 1st November 1870.

"4. That in continuing the Warwick and Northampton Trust to 1st November 1870, your Committee call attention to the large and unusual salaries paid on this Trust.

"5. That the Burton Branch of the Lichfield (United) Trust should be *further* continued, but that the Coleshill and Tewnall Branches should be allowed to expire on 30th June 1870.

"6. That the Shiffnal and Bridgnorth Branches of the Wolverhampton Old District Trust should be *further* continued, but that the other branches should be allowed to expire on 30th June 1870.

"7. That the Broil Park Gate to Battle Trust should be continued to 1st November 1871, *and no longer*, for the purpose of enabling the Trustees to carry out certain improvements.

 "8. That

"8. That the Bourn,
Oakham,
Walton-in-Stone to Eccleshall,
Midhurst and Sheetbridge,
Birmingham and Watford Gap, Kingsbury Branch,
and Birstal and Huddersfield, Trusts
should be continued until 1st November 1871, *and no longer.*

"9. That the Lewes and Brighton Trust should be *further* continued, but your Committee recommend that the tollgate should be removed to a place near Cold Dean.

"10. That the 1st, 2nd, 3rd, 4th, 5th, 6th, and 7th Districts of the Worcester Trust should be continued until 1st November 1870, but your Committee recommend that the tollgates should be removed further from the borough of Worcester.

"11. That, with respect to the Trusts named in the Fourth Schedule, your Committee are of opinion,—
"That the Barford,
Hitchin and Bedford,
Reading and Basingstoke,
Epping and Ongar,
Blue Mantle Hall,
Barrington and Campsfield.
Newport and Stonnall,
Walsall and Hamstead,
Halifax and Sheffield, Huddersfield to Penistone,
Rotherham and Swinton,
and Rotherham and Wentworth, Trusts
should be allowed to expire on 30th June 1870.

"12. That the Macclesfield District of the Sandon,
Darlington and Cockerton Bridge (United),
Winchester and Alton (Lower District),
Hulton,
Manchester, Oldham, and Austerlands,
Bridge End,
Birmingham and Stratford-on-Avon,
Coventry and Wolvey,
Warwick, Paddlebrook, and Stratford,
and Birmingham and Bromsgrove, Trusts
should be *further* continued.

"13. That the Span Smithy, Booth Lane and Winsford,
Boroughbridge and Durham (part),
Bowes and Sunderland Bridge,
Hockerill,
Penwortham and Wrightington,
Burton Bridge to Market Bosworth,
Wansford and Stamford,
Ashby-de-la-Zouch to Tutbury,
and Llanrwst, Trusts
should be continued to 1st November 1870.

"14. That the Pendleton Roads Trust should be continued to 1st November 1871.

"15. That the Nottingham and Derby, Eastern Division,
Frome,
and Tenbury, Trusts
should be continued to 1st November 1870, *and no longer.*

"16 That the Dartford and Strood,
Barton Bridge and Moses' Gate,
Nottingham Road, from Derby to Risley,
Dudley and Brettell Lane,
and Dewsbury and Ealand, Trusts
should be continued to 1st November 1871, *and no longer.*

"17. That the Godmanchester to Cambridge Trust should be *further* continued; but your Committee call attention to the fact that no effort has been made to pay off the debt since 1852, and that 200 *l.* has been borrowed, *ultra vires.*

"18. That, with respect to the Penwortham and Wrightington Trust, your Committee observe that a salary of 10 *l.* is paid to the treasurer, besides commission to the bankers, and that the rate of interest on the debt was raised to six per cent. in 1865, a course which, as far as they can learn, is unprecedented.

"19. That with respect to the Ansley and Whitacre Trust, no reply having been made to the repeated inquiries of the Home Office, and a nominal debt of 2,600 *l.*, at one penny per

per cent., existing according to the annual return, your Committee have been unable to deal with it.

" 20. That with respect to the Trusts named in the Fifth Schedule, your Committee are of opinion,—

" That the Bedford and Luton,
Chilton Pond,
Northampton to Newport Pagnell,
Stamford and Kettering,
Wells and Highbridge,
Epsom,
Kingston and Sheetbridge, Lower District,
„ „ Upper District,
Sarum and Eling: Eling District,
„ „ Lobcombe District,
Warminster,
and Sheffield and Tinsley, Trusts
should be repealed on and after 30th June 1870.

" 21. That the Colnbrook, Datchet, and Slough Trust should be continued until 1st November 1870.

" 22. That the Gateshead and Hexham Trust should be continued until 1st November 1871, *and no longer*, satisfactory arrangements having been made between the trustees and the Corporation of Gateshead respecting a tollgate in that borough.

" 23. That the Stump Cross,
and Banbury and Lutterworth, Banbury to Drayton,
„ Lutterworth to Badby, Trusts
should be continued until May 1871, *and no longer*.

" 24. That the Cambridge and Ely (the South District),
Hinckley and Narborough,
and Beechdown to Heathfield, Robertsbridge, &c., Trusts
should be continued to the end of the term of their respective Acts.

" 25. That the Brighton, Shoreham, and Lancing Trust should not be repealed on 30th June 1870; but your Committee are of opinion that the tollgate should be removed half-a-mile further from Brighton.

" 26. That the Nantwich and Woore,
Stockport and Warrington, and Washway (United),
Carlisle and Temon,
Lincoln, Newark Road,
„ Sleaford Road,
and Rugby and Lutterworth, Trusts
should not be repealed on 30th June 1870.

" 27. That, with respect to the Trusts named in the Sixth Schedule, your Committee are of opinion,—
That the Wakefield and Halifax Trust
should be repealed on and after 30th June 1870.

" 28. That the Woodside and Hoylake,
Derby, Ashborne, and Hurdloe,
and Andover and Basingstoke, Trusts
should be continued to the end of the term of their respective Acts.

" 29. That the Lawton, Burslem, and Newcastle-under-Lyme Trust should not be repealed on 30th June 1870.

" 30. That the Wearmouth Bridge to Tyne Bridge, and Branch,
and South Shields, Trusts
should be continued until 1st November 1870.

"31. That the Kettering and Northampton,
and Dudley and Brettell Lane, and Pedmore and Rowley United, Trusts
should be continued until 1st November 1871, *and no longer*.

" 32. That the Basingstoke, Odiham, and Alton Trust should be continued until 1st November 1872, *and no longer*.

" 33. That the Nottingham and Newhaven (First District) Trust should be continued from Nottingham to Pye Bridge, to the end of the term of its Act; and that the Act, so far as regards the Trust from Pye Bridge to its Western terminus, should be repealed on and after 30th June 1870.

" 34. That the Ashby-de-la-Zouch Trust should be continued to the end of its term; but your Committee observe that while the mortgage debt on 31st December 1867 amounted only to 575 *l.*, there was a balance in the Treasurer's hands of 915 *l.* 4 *s.* 1 *d.*, and that

only 50 *l.* had been paid off the debt in that year, and nothing between 1858 and 1866; and they recommend that the debt should be extinguished immediately.

"35. That the Trowbridge Trust should be repealed on and after 1st November 1870; and your Committee call attention to the fact that no portion of the debt of 571 *l.* has been paid for 11 years, while the trustees have, in defiance of the provisions of the Act of Parliament, spent 997 *l.* in improvements, instead of extinguishing the debt, though it appears from the clerk's evidence that he several times pointed out to the trustees the illegality of the course they were pursuing.

"36. Various circumstances affect the Trusts proposed to be continued till 1st November 1870 and 1st November 1871, which do not appear to justify the further continuance of these Trusts without reconsideration by Parliament.

"37. With regard to the Trusts recommended to be continued to 1st November 1870, *and no longer*, and to 1st November 1871, *and no longer*, your Committee failed to ascertain any special circumstances under which they would be warranted in advising the maintenance of the tolls beyond the said periods.

"38. Your Committee are of opinion that, should no general road measure come into early operation, many of the Trusts now proposed *to be further continued*, ought in a few years to receive the renewed attention of Parliament.

"39. Your Committee have, in each case, made special inquiries into—

"First. The nature of the traffic; particularly as to the probability of a considerable amount of through or mineral traffic not at present liable to be rated for the maintenance of the road.

"Second. The possible diversion, by the removal of tollgates, of traffic from nearly parallel roads still in debt, thereby on the one hand lessening the prospect of paying off such debt, and on the other unfairly increasing the wear and tear of the road, and consequently the expense to the parishes, by whom, under the existing law, it would have to be maintained.

"Third. The amount and distribution of the additional highway rates involved by the abolition of a Trust.

"40. They have also examined into the present, and, so far as time and means would allow, into the past administration of these Trusts, which in some cases does not appear to have been economical or satisfactory.

"41. They would instance the following cases, showing the proportion of the management expenses to the toll income in 1868:—

	Carlisle and Temon.	Kingstown and West Linton Bridge.	Sevenoaks.	Fisherton, Wilton, &c.	Sarum and Eling.	
					Eling Branch.	Lobcomb Branch.
	£.	£.	£.	£.	£.	£.
Tolls - - -	131	97	305	1,052	991	159
Treasurer - - -	10	8	20	30	25	10
Clerk - - -	13	6	42	60	50	10
Surveyor - - -	28	12	60	120	120	52
Law charges - -	- -	- -	- -	44	66	46
	51	26	122	254	261	118
Per-cent. - -	33·98	26·8	40·	24·14	26·33	74·21

"42. In many other cases which came before your Committee, the management absorbed from 10 to 20 per cent. of the amount of tolls received, to which in most cases must be added the wages of the toll-takers, and, where the tolls are let, the profits of the lessees.

"43. The evidence upon these points brought before your Committee has led them to the conclusion, that while the present turnpike system is vexatious in its mode of collection, in many cases costly in its management, and arbitrary and partial in its operation as regards individuals and particular localities, still, to deal with Turnpike Trusts singly, as they become free from debt, under the present state of the law relating to Highways, is a course

course often attended with injustice to the parishes on whom the repairs would be thrown; and, on this account, your Committee in several cases have hesitated to recommend the discontinuance of a Trust, where otherwise they would have thought it expedient to do so; while in some other cases your Committee have been induced to continue Trusts solely from the fact of their being surrounded by other Trusts with which the Committee had no power of dealing.

"44. The partial abolition of turnpikes frequently imposes a new burden on the rate-payers of the parishes through which the road passes, without relieving them from the obligations of paying tolls on other Trusts in their immediate neighbourhoods, while on peculiarly situated parishes the tax would fall with extreme severity.

"45. Under the provisions of the law for the maintenance of highways, it is probable that, in some instances, roads will go, more or less, out of repair. This would be the case, more especially with roads originally laid out for national rather than for local objects, as these roads would have to be maintained at their full present width, with a traffic requiring not more than the 30 feet of an ordinary highway.

"46. The probability of turnpike roads being kept in proper repair by the parishes, is still further diminished by the entire absence of uniformity in parish road management. And where the Highway Act is not in force, every parish has its own road surveyor, and not unfrequently changes him every year. With regard to one Trust (the Lichfield United), it was stated in evidence, before your Committee, that 50 miles of road would fall under no less than 32 different surveyors, many of them without knowledge or experience of their duties.

"47. On these grounds, and bearing in mind it is most undesirable that a great increase of rates should be imposed at a moment when a general revision of local taxation is under consideration, your Committee are of opinion that a measure dealing with the whole system of roads in England and North Wales should be brought forward by the Government at the very earliest opportunity.

"48. Without attempting to indicate what the provisions of such a measure should be, your Committee are of opinion that, in order to render the management of roads which have ceased to be turnpike roads efficient and economical, and to secure the equitable distribution of expenses, it is desirable that the area of management should be extended considerably beyond the limits prescribed by the existing law.

"49. The circumstances, however, of the several Trusts brought before your Committee varied so much, that it was impossible to apply any one rule to them. In some districts the turnpike roads, forming a thoroughfare between two populous towns, almost assumed the character of a street, large sums being paid out of the tolls for lighting and watering. In such cases, and where no agricultural district intervened, your Committee had no difficulty in recommending that the Trust should be discontinued. But no greater cases of prospective hardship on parishes came before your Committee than where the line of road, with a very heavy mineral and trading traffic between large towns, or to and from railway stations, passed for a considerable distance through agricultural parishes; and whatever may be the provisions of a general measure as regards other parts of the country, it seems to your Committee that some special provision will have to be made to meet these cases.

"50. Your Committee would fail in doing justice to a deserving public servant if they did not place on record their sense of the valuable assistance which they have received from Mr. William Harrison, of the Home Office. His thorough knowledge of the details of the several Trusts, and the readiness with which he brought this knowledge to bear upon this inquiry, have been of most material assistance to your Committee."

SUMMARY.

	To expire 30 June 1870.	To be further continued.	To continue to 1 Nov. 1870.	To continue to 1 Nov. 1870, and no longer.	To continue to May 1871, and no longer.	To continue to 1 Nov. 1871.	To continue to 1 Nov. 1871, and no longer.	To continue to 1 Nov. 1872, and no longer.	To continue to end of Local Act.	Part to continue, and Part not.	Special.	Total.
Schedule - -	29	49	23	–	–	–	7	–	–	2	–	110
„ - -	11	11	9	3	–	1	5	–	–	–	1	41
„ - -	12	7	1	–	3	–	1	–	3	–	–	27
„ - -	1	1	2	1	–	–	2	1	4	1	–	13
Total - - -	53	68	35	4	3	1	15	1	7	3	1	191

Draft Report proposed by the Chairman, read a second time, paragraph by paragraph.

Paragraphs 1–20, *agreed to.*

Paragraph 21, *postponed.*

Paragraph 22, amended, and *agreed to.*

Paragraphs 23, 24, *agreed to.*

Paragraph 25, amended, and *agreed to.*

Paragraphs 26–35, *agreed to.*

Paragraph 36, amended, and *agreed to.*

Paragraphs 37, 38, *agreed to.*

Paragraph 39, amended, and *agreed to.*

Paragraphs 40, 41, *agreed to.*

Paragraph 42, amended, and *agreed to.*

Paragraph 43, Amendment proposed, in line 2, to leave out from the words "while the present" to the end of the paragraph, in order to add the words: "Although the present turnpike system is vexatious in its mode of collection, in many cases costly in its management, as well as arbitrary and partial in its operation, still, in the present state of the Highway Laws, to abolish turnpike trusts singly, as they become free from debt, is a course often attended with injustice to the parishes on which the liability for future repair falls; and one which, in some instances at least, leads to the deterioration of the roads. A new and heavy burden is frequently imposed on the ratepayers of the parishes through which the road passes, without relieving them from the obligation of paying tolls on other trusts in their immediate neighbourhood. Some of the trusts in the schedules have been found to be surrounded by trusts with which your Committee had no power of dealing. Roads originally laid out for national rather than for local purposes have to be maintained at their full present width, with a traffic requiring not more than the 30 feet of an ordinary highway. Moreover, there is an entire absence of uniformity in parish road management; where the Highway Act is not in force, every parish has its own road surveyor, and not unfrequently changes him every year, so that he is constantly without knowledge or experience of his duties. With regard to one Trust (the Lichfield United), it was stated in evidence before your Committee, that 50 miles of road would fall under no less than 32 different surveyors"—(Mr. *Welby*),—instead thereof.—Question put, That the words proposed to be left out stand part of the paragraph.—The Committee divided:

Ayes, 2.	Noes, 3.
Mr. Beach.	Mr. Wentworth Beaumont.
Mr. Henniker-Major.	Sir R. Anstruther.
	Mr. Welby.

Question proposed, That the proposed words be there added.—Whereupon Amendment proposed to the proposed Amendment, to leave out, in line 11, the words "originally laid out for national rather than for local purposes," in order to insert the words, "on which the traffic they were originally intended to accommodate has almost entirely ceased;" and to leave out, in line 13, the words, "with a traffic requiring not more than 30 feet of an ordinary highway," in order to insert the words, "although the 30 feet prescribed for an ordinary highway would be quite sufficient"—(Mr. *Henniker-Major*),—instead thereof.—Question, That the words proposed to be left out stand part of the proposed Amendment—put, and *negatived.*—Words inserted.—Question, That the proposed words, as amended, be added to the paragraph—put, and *agreed to.*

Paragraph, as amended, *agreed to.*

Paragraphs 44-46, *disagreed to.*

Paragraph 47, amended, and *agreed to.*

Paragraph 48, Amendment proposed, to leave out paragraph 48—(Mr. *Welby*).—Question put, That the words, "Without attempting to indicate what the provisions of such a measure should be, your Committee are of opinion that, in order to render the management of roads which have ceased to be turnpike roads efficient and economical, and to secure the equitable distribution of expenses, it is desirable that the area of management should be extended considerably beyond the limits prescribed by the existing law," stand part of the paragraph.—The Committee divided:

Ayes, 2.	Noes, 2.
Mr. Beach.	Mr. Wentworth Beaumont.
Mr. Henniker-Major.	Mr. Welby.

Whereupon the Chairman declared himself with the Ayes.

Amendment

Amendment proposed, at the end of the paragraph, to add the words, "and the present Highway Act having proved unsatisfactory, your Committee are of opinion that the operation of any general road measure should be made uniform"—(Mr. *Beach*).—Question put, That those words be there added.—The Committee divided:

Ayes, 4.	Noes, 1.
Mr. Beach.	Mr. Welby.
Mr. Wentworth Beaumont.	
Mr. Henniker-Major.	
Sir Robert Anstruther.	

Another Amendment proposed, at the end of the last Amendment, to add the words, "as far as possible"—(Mr. *Beaumont*).—Question put, That those words be there added—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraphs 49, 51, *agreed to*.

Postponed paragraph 21.—Amendment proposed at the end of the paragraph, to add the words, "And your Committee call attention to the total disregard by the Clerk of the Trust to the applications made by the Home Office for information on more than one occasion"—(Sir *Robert Anstruther*).—Question, That those words be there added—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Question, "That this Report, as amended, be the Report of the Committee to the House"—put, and *agreed to*.

Ordered, To Report.

REPORT

FROM THE

SELECT COMMITTEE

ON

TURNPIKE ACTS CONTINUANCE;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
14 *June* 1869.

262.

Under 3 *oz.*